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Recommended Citation
Elwood B. Cole, The Illinois Program of Aeronautical Regulation and Promotion, 5 J. Air L. & Com. 51 (1934)
https://scholar.smu.edu/jalc/vol5/iss1/3

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THE ILLINOIS PROGRAM OF AERONAUTICAL REGULATION AND PROMOTION*

ELWOOD B. COLE†

[The need for substantial uniformity in state regulation of aeronautics has been stressed for several years. To achieve that end, it will be desirable no doubt to adopt eventually some uniform aeronautical code similar to the one now being prepared by the American Bar Committee on Aeronautical Law. And, if the code is to have the benefit of actual experience, it will be desirable also to have the best features of the various existing state aviation laws incorporated in it. Since a comparative study can be made only after some analysis has been made of existing regulatory systems, this article is intended as a first step in that direction.

The need for aeronautical regulation has been stated elsewhere. ¹ The writer has therefore devoted his attention solely to an explanation of the activities of one state aeronautical regulatory body and has assumed that the necessity for those activities has been established.²

To facilitate a full understanding of the Illinois program, the present study makes an effort to offer a rather detailed treatment of each subject. For completeness, the appendices contain all pertinent documentary material—Ed.]

I. THE BASIC REGULATORY PROVISIONS.

(A) Illinois Aeronautics Act of 1933:

(1) Flexible Nature of the Regulatory Program—In accordance with the Federal Air Commerce Act of 1926, the Illinois Aeronautics Act does not contain any rules and regulations pertaining to the control of flying activities. As has been stated elsewhere,³ "The purpose of this legislation is to provide a system of control

*The writer desires to express his appreciation to the AIR LAW INSTITUTE for very valuable assistance in the organization and preparation of this material.
†Secretary, Illinois Aeronautics Commission.
¹For a statement of the Illinois background, see Landis, Reed G., "State Agencies of Control and Enforcement of Aeronautical Laws," 1 JOURNAL OF AIR LAW 188.
²Relative to the question of federal and state control, see Young, Clarence M., "The Province of Federal and State Regulation of Aeronautics," 1 JOURNAL OF AIR LAW 423; and Logan, George B., "The Interstate Commerce 'Burden Theory' Applied to Air Transportation," 1 JOURNAL OF AIR LAW 433.
over aeronautics which shall be sufficiently flexible to meet the needs of a rapidly growing business while, at the same time, it affords almost complete protection to third persons. The method employed has been to establish a special commission, composed in part of technical experts, and to vest in that body the authority to regulate and encourage all aeronautical activities within the state. The statutory provisions have been reduced to a bare minimum and consist, almost entirely, of ‘empowering’ sections—containing the necessary, and protective, legislative standards.”

Thus, it will be seen that the act provides for the promulgation of all necessary rules and regulations by the Illinois Aeronautics Commission—thereby permitting the amending of such regulations from time to time in conformity with changes in federal rules and also whenever local conditions justify such change. It is highly desirable to have this flexible program of regulation rather than attempt to incorporate all the regulatory provisions in the basic act itself, where any change, no matter how desirable, must await the next meeting of the state legislature.

(2) Adoption of Federal Licensing Standards for Aircraft and Airmen—While some states have seen fit to adopt a system which provides for state licensing of both aircraft and airmen, the plan of adopting the federal licensing standards has met with greater approval. Under the latter arrangement, a federal license is required of all aircraft and pilots operating within the state and the state regulatory body merely requires the registration of the licenses. From the standpoints of economy and uniformity, the latter plan commends itself.

To obviate difficulties of proof in prosecutions for unlicensed flying, there should have been added to the “Display” section of the statute the following provision:

In any criminal prosecution under any of the provisions of this act, a defendant who relies for his justification upon a license of any kind shall have the burden of proving that he is properly licensed, or is the possessor of a proper license, as the case may be.

(3) Commission Organization and Personnel—The act provides for the appointment, by the Governor, of the Illinois Aeronautics Commission which is composed of five members. The present law contains no requirement relative to qualifications of

5. See Fagg, Fred D., Jr., and Freedman, Leo, “Prosecution of Unlicensed Flying Cases,” 3 JOURNAL OF AIR LAW 515, 530.
the members of the commission. It would seem particularly desirable to have not less than a strong minority who have been technically trained in aviation matters: "The idea of having five members seems superior to a commission of three in that there will be thus more state aviation officials located throughout the state to handle local problems quickly. The idea of geographical representation has considerable merits."

The law also provides that the commission may appoint and at pleasure remove a secretary. The commission is further authorized to employ clerical, and other, employees as it may deem necessary—subject to limits of the appropriation.

In Illinois, the members of the commission serve without compensation, but are allowed certain traveling expenses. The salary of the secretary is fixed by statute. An executive secretary, for the Chicago area, also serves without compensation. A secretary-stenographer is in charge of the Springfield office, and has charge of all the clerical work connected with the commission.

(4) Broad Supervisory Powers of the Commission—The Illinois act grants to the commission—subject to the provisions of "An Act Concerning Public Utilities"—supervision "over the aeronautical activities and facilities within the State." Specifically, power is expressly granted over four broad subjects, under proper legislative standards: (1) airports, landing fields and emergency landing strips; (2) air instruction; (3) air navigation facilities; and (4) air traffic rules. The last rule making power is limited to the extent that no state air traffic rule may be inconsistent with the then current federal legislation governing aeronautics or the regulations duly promulgated thereunder. While the commission thus has broad rule making powers, it is not expected that the rules prescribed will be numerous or burdensome.

(5) State Licenses for Airports, Landing Fields and Air Schools—While the state has adopted the federal licensing standards for aircraft and airmen and merely requires the registration of those licenses, there is no federal license at present required for airports or air instruction. The federal rating given to airports and air schools is purely optional, and yet steps may be taken

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6. The law of 1931 provided "that at least two members of the commission must be, or have been experienced pilots with at least two hundred (200) hours of solo flying with at least three years of practical experience in aeronautics." The Illinois Commission in 1931 was composed of five persons who could have qualified under the two hundred hours of solo flying requirement.

7. See note 3, supra, p. 349.


before long to place this rating system on a more satisfactory basis, wherein the Department of Commerce will rate all ports and schools without request. The present lack of any federal licensing requirements leaves the two fields wide open for state regulation—if the public and those engaged in aeronautics are to be adequately protected.

The distinction between airports, landing fields, and emergency landing strips has been pointed out in an earlier article. To make certain that aircraft shall be flown only from and to proper landing areas, a provision has been added which makes it unlawful "to land upon or take off from any area in the State of Illinois, other than an airport, landing field, or emergency landing strip," except in case of emergency. The omission of such a clause would nullify the advantage of airport and landing field licenses. The emergency landing strip is designed to meet the needs of the pilot flying from his own land, charter flights, and barnstorming operations.

The problems connected with licensing air schools has also been dealt with previously. It will be noted that, in all cases, the license fee is extremely small and is not intended to produce much revenue.

(6) Accident, and Other, Investigations—The Illinois Aeronautics Commission is empowered to hold investigations, inquiries and hearings concerning all matters covered by the act, including all accidents in aeronautics within the state. In this connection, it is specifically provided that the reports of such investigations or hearings are not to be admitted as evidence in any suit, action or proceeding growing out of any matter referred to in such investigation or hearing, except in case of criminal or other proceedings instituted by or in behalf of the commission. The act further provides that no commissioner or employee of the commission shall be required to testify as an expert witness in any suit involving any aircraft.

(7) Enforcement—The members of the commission and its employees are charged with the duty of enforcement of the act. So also is every state highway maintenance policeman, and every county and municipal officer charged with the enforcement of state and municipal laws.

10. See note 3, supra, pp. 341-44.

11. See Snyder, Del, "State Air Law Faulty," 1 Airport News, No. 11, p. 1. (Published at Minneapolis, Minnesota.) In a reference to the Minnesota Aeronautics Act, which is almost identical with that of Illinois, the author makes the common mistake of condemning the emergency strip idea without understanding its objective.

12. See note 3, supra, pp. 344-46.
(8) *Miscellaneous*—Provision is made in the act to reject an application for any type of license provided in the law. In such event, the commission is required to set forth in writing its reasons for such rejection and what requirements are to be met before approval will be given. Any such order made by the commission must be served upon the interested persons by registered mail or in person before such order shall become effective. The act makes further provision for appeal from commission order and states the procedure for such appeal. A penalty clause making a violation of any of the provisions of this act or the rules and regulations promulgated thereunder punishable by a fine of not more than $500 or by imprisonment for not more than 90 days or both is also provided.

Since the Illinois Commerce Commission has full jurisdiction over air transport within the state, the Illinois Aeronautics Commission has no direct obligations relative to the conduct of airline services.\(^1\)

B. *Regulations Promulgated Under the Act:*

(1) *General Regulations*—Under this heading are placed certain extracts from the federal regulations which are pertinent to state control. Provision has been made for the operation of aircraft from other states. Under the licensing section, the following clause covers the federal restrictions and privileges of all licensed pilots: “Federally licensed pilots and persons holding federally issued student permits shall enjoy the privileges conferred and observe the restrictions imposed upon them by the holding of such pilots’ license or student permit.” By the inclusion of this clause, the state has adopted the federal classification of pilots throughout. Regulations are set forth in this section covering the sale of licensed aircraft, repairs to aircraft and the responsibility of the owner.

A rule under the heading of “Other Symbols and Marks,” which was taken from the federal regulations and which prohibits the changing of any of the federal numbers or letters or the confusion thereof, is also included and is one which has been found quite valuable. Under “General Regulations” has also been included the procedure to be followed in the event of accident involving structural damage to aircraft and serious injury or death

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13. For an explanation, see Knotts, Howard C., *Certificates of Convenience and Necessity for Air Carriers,* 3 Journal of Air Law 58. Mr. Knotts has been the Aviation Supervisor for the Illinois Commerce Commission for several years and the cooperation between the two commissions has been most excellent.
to any person. This regulation prohibits the removal of the aircraft before it has been inspected or its removal or operation authorized by the commission. Provision is also made for the filing of the proper accident reports.

(2) *Airports, Landing Field and Emergency Landing Strip Regulations*—Under this regulatory division are set forth the minimum requirements for the licensing of airports and landing fields, relative to minimum size, condition of the landing area, equipment required, and personnel. Emergency landing strips carry a further provision to the effect that, except in case of an emergency, they shall be used only when the longitudinal axis lies in the direction of the wind at the time of use. In these regulations, a detailed plan for airport and landing field operation is set forth covering all of the various phases of airport operation. To a great extent these requirements were taken from the airport rating requirement of the Federal Department of Commerce.

(3) *Air Instruction Regulations*—Under this section, minimum requirements for ground schools and flying schools are set forth. In addition, certain requirements for the display of licenses and regulations are enumerated, and miscellaneous flying instruction is limited to transport pilots.\(^\text{14}\) Two other sections covering spin instruction and examination complete this division.

(4) *Air Traffic Rules*—The most important of the federal air traffic rules are included under this section. The only changes are those which, due to their application to intrastate flying only, call for additional treatment. Great care was taken to conform closely to the federal air traffic rules, and this section should be amended whenever changes are made in the federal regulations. The com-

\(^{14}\) With the cooperation of the Federal Department of Commerce, the Illinois Aeronautics Commission, on May 5, 1932, required the following flying instructor's rating (Section 6, Illinois Air School and Aeronautic Instruction Regulations):

“A flying instructor's rating will be issued by the Illinois Aeronautics Commission, upon proper application, to the holder of a current effective flying instructor's rating issued by the Federal Department of Commerce; said rating issued by the Illinois Aeronautics Commission shall be for the period of one year, provided, however, that the holder's transport pilot's license shall not have sooner lapsed or been suspended or revoked.”

“A flying instructor's rating will be renewed by the Illinois Aeronautics Commission, upon proper application, when the applicant offers written evidence that he has given at least 50 hours of instruction during the previous year, which evidence shall show the names and addresses of all students, together with their flying time and dates thereof; provided, however, that all hours of instruction given in excess of 50 hours shall also be listed; and provided, further, that in case the applicant shall have given less than 50 hours of instruction during the previous year, he shall then be obliged to secure a rerating as a flying instructor from the Federal Department of Commerce.”

“The Illinois Aeronautics Commission may, in its discretion, suspend or revoked any flying instructor's rating issued by said Commission.”

“No fee shall be charged for the issuance or renewal of any flying instructor's rating.”

So many pilots failed to pass the first written examination given by the federal inspectors that the commission found it desirable to make the rating optional. But it is believed that the idea of requiring some sort of instructor's rating is fundamentally sound.
mission must make no rules under this heading which will be inconsistent with the federal rules, and particular attention has been given to this requirement.

(5) Exemptions—Under this title, provision is made for requesting exemptions from compliance with the provisions and requirements of these regulations, or any part thereof. The procedure for securing exemption is specified and the terms of exemption are stated. Provision is also made for the suspension, modification or revocation of these rules and regulations, and a violation clause is also included.

(6) Miscellaneous—In addition to the rules and regulations promulgated under the Illinois Aeronautics Act, two additional points should be considered. First, as stated previously, no attempt is made by the aeronautics commission to issue certificates of convenience and necessity to airlines for intrastate service, since this function is performed by the Illinois Commerce Commission, under authority of the Public Utilities Act. Second, there are specified requirements for airports used in such intrastate airline operation—as differentiated from the regular state airport license requirements. In the granting of a certificate of convenience and necessity, the commerce commission may, in its discretion, require certain airport facilities which may be in addition to the minimum requirements for a state license. In such event, the Illinois Aeronautics Commission is requested to inspect such airports and report its findings to the Illinois Commerce Commission, which commission makes the final decision regarding the matter of use by the airline.

II. THE COMMISSION ORGANIZATION.

(A) Organization and Procedure:

(1) Personnel and Distribution of Duties—It has been customary to select persons who have been actively connected with some phase of the aviation industry. Since the members appointed by the governor usually come from different parts of Illinois, the state has been subdivided into four districts to facilitate the handling of the commission duties. The chairman, by virtue of his office, recommends the general policies to be adopted and it is quite

15. The exemption, under the federal act, is called a “waiver.” The Department of Commerce grants these waivers frequently in connection with air races and other instances of irregular flying. For typical regulations made to cover an air race situation, see 4 JOURNAL OF AIR LAW 561.
16. See note 13, supra.
17. In Illinois, approximately sixty percent of the flying activities take place in Cook County alone, and so it has been customary to appoint two members of the Commission from the Chicago area.
necessary for him to be in close touch with the operation of the commission office and with the functioning of the entire organization.

Due to the peculiar requirements of his duties, the secretary must necessarily be a transport pilot and mechanic in addition to his experience as an executive. He is the general contact man for the commission and does practically all of the field work connected with the office.

(2) **Inspector System**—To augment the field service, it has been found desirable to appoint some thirty inspectors throughout the state. These individuals are almost all pilots of long experience or airport managers. One or two are legally trained to assist in prosecutions. All inspectors serve without compensation, but may receive traveling expenses when on state commission business. The practice generally followed in Illinois is for each member of the commission to appoint five inspectors to assist him in the work within his district. The services rendered by these inspectors, particularly in accident cases, have been invaluable. The possibilities offered by this inspector system are quite without limit—providing they are carefully chosen.

(B) **Secretary's Office:**

(1) **Personnel**—At the present time, the secretary and assistant secretary comprise the entire office personnel of the commission. Due to the nature of his duties, the secretary can be in the office only part of the time and, consequently, it is necessary that the assistant secretary be sufficiently experienced in aeronautical matters to handle intelligently most questions which may arise during the secretary's absence.

(2) **Office Equipment**—(a) **Filing System**—After two years of operation, it has been found highly desirable to have the use of a filing system such as that offered by the Kardex plan. A single vertical cabinet is sufficient to contain one card including data on each pilot, and two cards relative to each aircraft—one arranged alphabetically according to the name of the owner, and one arranged numerically according to license number. Both aircraft records are necessary. The file arranged alphabetically indicates the number of aircraft owned by any individual, while the file arranged numerically carries all detailed information on individual aircraft.

18. For about two years, the Illinois commission maintained a second office in Chicago, with an additional assistant secretary in charge. Licensing and other duties were divided between the two offices. In the fall of 1933, the Chicago office was discontinued.
Colored celluloid signals are employed for ready reference. In the registration of both aircraft and pilot licenses, an orange signal is used to show the expiration date. Other colors are used to indicate the grade of pilot's license—whether transport, limited commercial, or some other. A black signal is employed to indicate that the pilot has been involved in an accident, violation of law or regulation, or to convey other information of interest to the commission.

In addition to the special aircraft and pilot registration file, it is of course necessary to have one or more ordinary office files—of legal size.19

(b) Office Forms—To effect a saving in office time and expense, numerous forms have been prepared. Many form letters are used in connection with the registration and licensing duties of the commission. These require little or no explanation, and the most important have been included in the appendices which follow.

(c) Field Forms—Several forms for field use have been drawn up and these have been patterned, so far as has been possible, after the corresponding federal forms in use. These registration certificates and licenses are issued through the commission office. The most important of these forms appear in the appendices.

(d) Library—The number of materials available in a state aeronautics commission library will necessarily vary greatly.20 No attempt will be made here to list all desirable volumes or services. But there are a few essential reference materials that should be available in every aeronautics commission office. In connection with registration duties, one of the publications of the Aeronautical Chamber of Commerce of America21 will be found very helpful. This service includes an annual summary of all licensed pilots in the country. The pilots are grouped by states and classified according to grade of license held. The annual summary of all licensed aircraft contains an additional list of all identified aircraft which are also grouped by states, but arranged alphabetically according to the names of the owners. These summary volumes are available at the

19. In Illinois, one section of the files is reserved for applications for licenses and registrations, together with a record of all aircraft certificates of transfer and renewals; another for the "General correspondence" and "Inspector" files. The "General File" is here subdivided as follows: (1) Accidents—classified as fatal, major, minor, and no injury; (2) Violations; (3) Hearings; (4) Exemptions; (5) Commission File; (6) Secretary's file; (7) Governor's File—including annual report; (8) Finance—including budget, all monthly reports, etc.; (9) State File—containing matters of local detail including the routine method of handling the state office procedure; (10) Development; and (11) Legislation and Regulation.

20. Since the Air Law Institute library is located in Chicago, the Illinois commission has easy access to all material pertinent to the legal phases of aviation.

21. This "License Service" cost fifty dollars in 1933, complete.
beginning of each year and are supplemented by bi-weekly lists which, in the case of pilots, include student permits issued, change of status, change of address, and renewals of licenses. In the case of aircraft, they include original licenses issued, licenses suspended or revoked, change of ownership and other pertinent information. Cost of the service, due to its limited circulation, is rather high, but for the purpose of state registration and the securing of an original mailing list it is practically indispensable.

Another service of a similar nature has been secured for the Illinois commission. This is in the form of a daily report from the Illinois district headquarters of the Aeronautics Branch of the Department of Commerce, and the information contained therein is confined to the state of Illinois. On these daily reports are included the following data: (1) original licenses for pilots and aircraft, (2) renewals of licenses for pilots and aircraft, (3) disapproval of renewals for aircraft, (4) suspension or revocation of licenses for pilots and aircraft, (5) aircraft accidents—giving ship number and name of pilot and owner, but not containing an accident report, (6) aircraft inspection after accidents, and (7) transfer of ownership of aircraft. This service has been found to be of great value as it offers a check on all licensed pilots and aircraft in the state, and only the splendid cooperation of the Department of Commerce has made this service possible.

The regular publications of the Aeronautics Branch of the Department of Commerce are invaluable aids in any commission office. Included herein are all federal department bulletins, notices to airmen, monthly itineraries of department inspectors, and the Air Commerce Bulletin. Any state regulatory body placed upon the mailing list of the federal department is also advised of special air traffic rules, regulations, waivers, etc.

A few selected text books on aeronautical law, the state statutes, a set of state Attorney General's opinions, the United States Aviation Reports, the Commerce Clearing House Aviation Service, the Journal of Air Law, the Air Law Review, and some current maps complete the working library.

(C) Commission Budget and Finance:

(1) Amount and Source of Funds—A state body engaged in regulatory work pertaining to aeronautics can profitably spend almost any amount of money which is made available for its use.

22. This material is furnished through the courtesy of Mr. George W. Vest, Supervising Aeronautical Inspector, District No. 5.
In 1931, the Illinois Aeronautics Commission was granted an appropriation of $20,000 a year—available from the general fund of the state. At the end of the first biennium, in the interests of economy, this appropriation was cut to $10,000 annually. It can be readily seen that many activities must necessarily be discontinued for the present, and it is hoped that the appropriation will be replaced to its original figure at least by the end of the present biennium. Considerable can be accomplished on $20,000 a year and an idea can be formulated as to the future policies with the necessary expenditures during the first period of the commission's operation on this sum.

(2) Personnel, Salaries, etc.—Under the original appropriation of $20,000 annually, the members of the commission were allowed a per diem of $15 with a maximum of $500 in any twelve months' period. The secretary's salary was set by law at $4,000 annually, and the two assistant secretaries were each paid a salary of $100 per month. Under the present appropriation of $10,000 a year, the commissioners' per diem has been abolished entirely; the secretary's salary has been reduced from $4,000 to $3,000, and the Chicago office with an assistant secretary in charge has been discontinued. Provisions are made in the present act for the paying of expenses of commissioners, secretary and inspectors, the last-named of whom receive no salary whatever.

(3) Office Expenses—The expense incurred by the operation of the commission office is quite flexible depending upon the payment of rent, the amount and number of mailings, and various items such as printing which can be adjusted to conditions.

(4) Field Expenses—Field expenses might be limited to those incurred by the secretary in the performance of his duties, and this item is also flexible and must be adjusted to suit the amount of funds available.

(5) State Aircraft Expense—It is quite essential that a state commission engaged in the regulation and control of aeronautic activities have an aircraft for its use. Illinois has a model S Stinson which has been used with great success for the past two years. Such an aircraft, listing at the present time for $4,395, costs about $3.75 per hour to operate. This figure includes gasoline and oil only, and figures approximately 3½¢ per mile for actual operating costs. If to this cost is added maintenance, depreciation, hangar storage, and repairs, the total operating cost of the aircraft, based on 500 hours of flying per year, will approximate 10¢ per mile, or at the rate of 2½¢ per passenger mile. It has been demon-
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strated to be a very economical, safe, and reliable means of transportation and contact. It is needless to add that the use of an aircraft in state regulatory work is not only necessary in order to carry out the functions of the state commission but that it is also highly desirable from the standpoint of securing proper support and cooperation from the aviation industry.

(D) Cooperation with Other Organizations:

(1) Attorney General’s Office—The Illinois Aeronautics Commission has, on several occasions, requested the Attorney General for opinions concerning matters arising in connection with its work. These opinions have been extremely valuable, not only from the commission standpoint, but also from the standpoint of the aviation industry, and for municipalities interested in the development of aeronautical services and facilities. In turn, the Attorney General’s office has called upon the state commission for information which has then been used in the preparation of data to be used by the Court of Claims in cases involving claims for damages. Should the final decision in one particular case be favorable to the state, the commission records will have been largely responsible for furnishing the information or evidence required, and the amount so saved will equal the entire annual appropriation for the commission in all its functions.

(2) Illinois Commerce Commission—The Illinois Commerce Commission has direct supervision over all intrastate airline activities in Illinois. In this capacity, they grant certificates of convenience and necessity to airlines so operating and have frequent occasion to call upon the Illinois Aeronautics Commission for reports on airports which these airlines seek to use. Again the commission records furnish a great deal of information, but in such cases a special investigation is made and the findings are reported to the Illinois Commerce Commission. Cooperation between these two bodies has been very close.

(3) State Highway Police—The highway police organization, being state-wide in character, offers a splendid opportunity for contacts with all aviation activities and for check-up work with regard to licensing and registration. A plan which is not yet in effect in Illinois, but which we believe would work out very desirably, provides for the appointment of one aviation officer in each of the fourteen state police districts. These men would be instructed in

23. See note 13, supra.
the provisions of the state law requiring federal licenses of aircraft and pilots. It would be their duty to visit every airport in their respective districts periodically, and check not only for federal licenses but also for state registrations. By so doing, they could likewise check on the licenses of the airport itself and, through the police department communication system, would be able to advise the commission office very quickly of any aircraft accidents or flagrant violations which had been reported. It is not the intention of the Illinois commission to charge these men with the enforcement of air traffic rules but to use them as a means of checking on licenses, registration and accident reports.

In turn, there have been occasions when the highway police department needed emergency transportation to a scene of trouble and the governor has requested the aeronautics commission to cooperate in this respect.

(4) Public Welfare Department—The Department of Public Welfare and the Department of Public Works and Buildings are in a position to assist aviation to a great extent in the matter of air marking. If supplied with the necessary details, many air markers may be installed, without expense to the commission, on roofs of public buildings throughout the state. A very important case arose recently wherein the Department of Commerce requested the obstruction lighting of a high water tower located directly on an airline. The Department of Public Welfare, upon being advised of the situation, agreed to remove the tower completely as it was not in use.

(5) County Sheriffs—An attempt has been made, with varying success, to enlist the aid of the county sheriffs, in the work as outlined for the state highway police. After two years of experience it is believed that the highway police department will produce much better results than is possible through the sheriff group. The latter should, however, be advised of the provisions of the law charging them with cooperation and they should be supplied with the necessary material with which to function. This would include accident and violation reports, statements of witnesses, and so forth.

(6) Air Law Institute—The assistance of the Air Law Institute in the matter of drafting legislation, promulgation of rules and regulations, conducting hearings, and advice concerning all questions of a legal nature has been of untold value.
III. REGISTRATION AND LICENSING DUTIES.

(A) Registration of Aircraft Licenses:

(1) Information Lists—Parenthetically, it may be remarked that no attempt will be made here to discuss the legal problems associated with the registration of federal aircraft licenses. That subject, at least so far as it pertains to interstate aircraft, has already been considered rather fully.\(^2\) In carrying out the aircraft registration duties, the first step is to ascertain the number of aircraft within the state together with the names and addresses of the owners thereof. The sources of the data have been previously treated in connection with the material to be included in a commission library. The most important aids are the services offered by the Department of Commerce and the Aeronautical Chamber of Commerce.

(2) Application Forms—The next step is to mail registration application forms to all owners with the request that they be filled out properly and promptly returned to the commission office. Since a copy of the state law and regulations has been previously mailed to all interested persons, the registration requirement is usually quite well understood. A copy of the application form is published in the appendices.

(3) Certificates of Registration—When the application form has been properly returned, a registration certificate is sent to the owner, and this should be placed in the aircraft to accompany the federal certificate of license. The act requires the proper display of the certificate in the aircraft.

(4) Renewals—The problem of renewals is purely one of office routine and an orange signal placed on the card kept in the commission office readily indicates the license expiration date. These signals are placed on the “numerical” index cards. At the time of sending out the renewal applications, the orange signal is inverted so as to show a white circle—indicating that the renewal is outstanding.

(5) Certificates of Transfer—When a transfer of ownership takes place, the commission requires that a certificate of transfer, provided on the reverse side of the registration certificate be filed, after which the necessary entries are made to complete the office record. A brown signal is used to indicate that the aircraft has changed ownership and is removed upon receipt of application from new owner.

Problems Arising from State Registration—At the present time, the Department of Commerce shows approximately five hundred aircraft in Illinois. Three hundred and seventy of these are now registered with the commission. The first figures are flexible as the Department of Commerce records may show aircraft to be in Illinois when they have been taken elsewhere. Also, some aircraft may be within the state after removal from some other state. It is impossible, of course, to keep the federal lists accurate for all times. A few years ago, the aircraft summary showed nearly five hundred unlicensed aircraft in Illinois. This figure has been reduced to less than one hundred, of which most are used for experimental purposes and receive restricted licenses when the occasion demands. The actual flying of unlicensed aircraft in Illinois has been practically eliminated.

The main problem connected with any registration duty is purely psychological—wherein it is necessary to make the owners of aircraft understand the reason behind this seeming bit of red tape. After a year or so, most opposition disappears. So far, the commission has not been forced to prosecute any one for violation of this requirement. While some persons have stated that the registration of federal licenses is an unnecessary expenditure of time and money, the Illinois Aeronautics Commission has, through its past experience, arrived at the conclusion that it is a very necessary and advantageous procedure to follow. It is true that it constitutes the major part of the office detail. And it is true that it necessitates the expenditure of six cents in stamps per year for each transport pilot and three cents per year for each private pilot and aircraft owner. In addition to this, the notary fee for the original application constitutes another expenditure necessary on the part of the holder of the license. No registration fee is charged, and the whole procedure resolves itself into a plan of cooperation between the pilot, aircraft owner and the state. We feel it is quite necessary to have all pilots and aircraft on record and believe the registration plan as described is the only way in which to secure this information because the Department of Commerce records are not classified by states and, if they were, too great a burden would be thrown upon the Washington office to supply each individual state with the detailed information necessary. In any work of this kind difficulties are very frequently encountered with a certain type of people and the registration of the pilot licenses offer no exception to this rule. It has been found in Illinois that some few pilots, who hold a feeling of resentment against the so-called red-
tape involved, will ignore all correspondence on the subject and will neglect to register their licenses. Most people in this class can be readily brought into line by personal contact and it has been the policy of this commission to attempt to talk with these people at every opportunity and we have found that a great majority of them once in line with the commission's activities will remain there of their own accord. Any continued active opposition which is detrimental to the commission's work is handled in a different manner. For this reason it is quite important in the handling of registrations that all postings be kept up to date and that past dues be followed up periodically and not allowed to remain past due for too great a length of time.

(B) **Registration of Pilot's Licenses:**

The procedure involved in connection with the registration of pilots' licenses is almost identical with that just explained and so requires no detailed treatment.

(C) **Airport Licenses:**

During the first biennium of existence of the Illinois Aeronautics Commission, fifty-two airports were licensed in the state. Of this number, five were new developments, and the communities in which they were established received very definite help from the commission. The commission office was consulted in an advisory capacity for the selection of the site, the layout of the field itself, and in several cases continued throughout the process of construction giving aid wherever requested. No actual engineering work was conducted, but the commission's part in the development was restricted to advice and suggestions. All of the projects so developed are credits to their communities and one of them ranks high among the airports in the middle west. Many other fields throughout the state received similar assistance from the commission with the result that several improvements, some of a major nature, were made.

Of equal importance was the refusal to license airports from which applications were received. Approval was refused on these fields for various reasons. One, a field located in a city of 100,000, was a projected development. The operator of the proposed airport arranged to secure a lease of some land which he thought could be used for airport purposes. The commission secretary, together with the commissioner of that district, flew to this town and landed
on the proposed site. The surrounding country was such as to make landings and take-offs in three directions extremely dangerous, and therefore the application for license was not approved and the party was advised to secure another site if he wished to develop an airport.

In another case, a license was refused solely on the ground that the owner of the land had not prepared his landing strips as required, and was trying to operate from a two-way field. In this case, the proposed airport was located in close proximity to another airport which had been in operation for several years and the operator of the old airport requested a hearing before the commission for the purpose of securing the commission's refusal to license the proposed airport on the grounds of interfering with public safety—due to the nearness of the two fields. The hearing was held, testimony taken and the commission refused to uphold the charge as made. The license was refused, however, on the basis of insufficient landing area, but the field will be eligible for license if the required improvements be made at a later date.

In still another case, a license was refused because of the presence of numerous deep furrows running at right angles to the main landing strip and thereby causing a serious hazard to continuous operations. This field has since been licensed because the operators smoothed out the ridges, thereby removing the hazard.

Still another application was received from a party who wished to operate in a field almost entirely surrounded by buildings and presenting a possible two-way operation only. His application was definitely refused, and he is now flying from an entirely different and much safer location.

One operator had a two-way field located conveniently near to a town of 25,000, and was equipped with plenty of available space adjoining his landing strip. He was advised to add another similar strip at right angles to the one then in use and the requirements for licensing would be met. This was done.

During the present year, with the airport license fee reduced from $25 to $2, it is expected that more than sixty airports and landing fields will receive licenses.

(D) Landing Field Licenses:

Landing field licenses are handled in the same manner as airport licenses, the differences in application being definitely set up in the laws and regulations. No attempt is made to issue licenses
for emergency landing strips. For all practical purposes, an emergency landing strip is a theoretical strip of ground located anywhere and having for its dimensions the minimum requirements set forth in the airport regulations, the use of which is restricted, except in the case of emergency, as provided by the regulations.

(E) **Air School Licenses:**

The licensing of air schools has not, up to the present time, been developed to any great extent in Illinois. Due to the limited personnel and insufficient funds available, it has been necessary to restrict commission activities in some field and the field of air instruction control was chosen as that which could, better than any other, wait until such a time as the commission funds and facilities justified its regulation. When that time comes, it is planned to make individual inspection of each air school as to its qualifying under the commission regulations and to license it in a manner similar to an airport if it so qualifies. It has been considered advisable by some to specify the number of hours of dual instruction necessary before releasing a student for his first solo flight. If such control could be exercised, it would undoubtedly work out to good advantage for the flying public. This is a license which can be commercialized to quite an extent and great care should be taken before granting the stamp of approval of the state body.

(F) **Flying Club Licenses:**

A flying club is defined in the law as “any person (other than an individual) who, neither for profit nor reward, owns, leases or uses one or more aircraft for the purpose of instruction, pleasure, or both.” The commission is authorized to license such flying clubs and no fee is charged for such license. This resolves itself primarily down to correspondence work and the setting forth of the statements under oath.

(G) **Air Beacon Licenses:**

While the commission is empowered to issue licenses for air beacons without charge, this has not been construed as applying to beacons located on licensed airports, but rather as a measure of control for private beacons such as used for advertising purposes—and the power has been particularly useful in eliminating false lights and other hazards to air navigation.
(H) **Other Navigation Facility Licenses:**

Air markers come under this heading, and in one or two instances the value of such control has been found to be of considerable importance. One particular case which may be cited deals with a marker which incorporated a directional arrow supposedly pointing north. This arrow, in order to conform more closely with the local landscaping, had been laid out parallel with one side of the plot of ground on which it was located and was presumably a few degrees off from direct north. A check showed that the deviation was nearer twenty degrees and the marker was ordered changed. In another case, an old field located near a university stadium was discontinued for reasons of public safety. There was a small hangar on the field and a circle on the roof of the building. The owner of the land was requested to remove the circle, which he did, thereby eliminating all possible chance of invitation to use a field which was too small and quite hazardous.

Under this provision of the law comes control of other markings in cities which have airports and which, due to the discontinuance of the fields or relocation, require a change in the directional marker pointing toward the airport.

IV. **The Supervision of Aeronautical Activities.**

(A) **Control of Flying Activities:**

(1) **Enforcement of License Requirements**—With a limited commission personnel, it is a very difficult task to make as detailed a check-up and contact with all pilots and aircraft owners as could be desired. It has been found that the best results can be secured by an earnest attempt to obtain the good will of the industry rather than by a too frequent resort to the authority conferred upon the commission. Personal contact will do more than anything else in the securing of cooperation, and as has been mentioned before, the state highway police can offer material assistance in the licensing and registering duties. In this connection, there have been a few cases of serious violation wherein an unlicensed pilot has flown an aircraft in the state of Illinois. Such activities, when brought to the notice of the commission, have received its immediate attention, and in every case prosecutions have followed. Inasmuch as the elimination of unlicensed flying, rather than the collection of fines or the imposition of jail sentences, has been the goal of the commission, these prosecutions, which have all resulted in convictions,
have carried the assessment of a fine—usually followed by its suspension and the placing of the offender on probation for a specified period.

The most outstanding case of this kind concerned an unlicensed pilot who stole a licensed airplane, flew it and crashed. This individual was arrested by the owner of the aircraft and held for grand larceny. He was indicted and released on bail. Shortly thereafter he was re-arrested on a warrant, sworn out by the secretary of the commission, which charged him with violation of the federal license provision of the state law. He pleaded guilty to the latter charge, was fined $300 and the fine suspended. He was also placed on probation for one year. The results of commission action of this kind are shown in the effect on other pilots, even more so than in the case of the individual offender.

(2) Enforcement of Air Traffic Rules—The enforcement of air traffic rules presents a rather difficult problem of administration. Obviously, since the nature of the act would require witnesses and in order that commission action may be taken in such a case of violation, it is almost a requisite that some member of the commission, its secretary or an inspector, be present at the time. It is impossible to expect inspectors, who are serving without pay and most of whom are reliant upon the pilots and aircraft owners in their vicinity to furnish their means of livelihood, to report cases of minor infraction of the air traffic rules. That is not the purpose of the inspector system, and while they are expected to require adherence to the commission rules and regulations, they are expected to do that locally and are not looked to for complaints and reports. Frequently the commission office is advised of a violation by certain individuals. In each case, the party so complaining is furnished with a violation report form and "statement of witness" blanks and is asked to make his complaint in writing. As a rule, the request is not complied with and the complaint must be dropped. In many cases those who report the violation cannot give either the name of the pilot or the number of the aircraft involved thereby making further consideration impossible. However, all serious violations are followed up carefully and the results have been quite satisfactory.

(3) Control of Barnstorming and Charter Flights—During the first two years of its operation, the Illinois Aeronautics Commission required exemptions from the traffic rules for all barnstorming operations. This was necessary because the original law specified that no take-offs or landings should be made from or on
any but a licensed airport. While the cooperation on the part of the pilots in general was very satisfactory, such a requirement was considered to be an unnecessary burden on certain kinds of flying activities and the law was amended in 1933. As it now stands, the law permits the conducting of barnstorming operations or charter flights from or to emergency landing strips. Such an arrangement places the responsibility of judgment on the pilot conducting the operation, and, should an accident occur wherein a piece of ground of dimensions smaller than those specified for an emergency landing strip is used, or in the use of which the conditions specified in the airport regulations are not met, prosecution will follow. It is believed that the new wording of the law and of the corresponding regulations will meet with state-wide approval and that the results will justify their adoption.

(B) Control of Airport Operation:

(1) Enforcement of License Requirements—During the formative period of the commission, a great deal of work was done with relation to the licensing of airports. In order to have the proper knowledge of each field, a detailed inspection was made before the license was granted. The airport operator is still required to advise the commission of any major changes and this information must be kept on hand in order to keep each airport file up to date. The minimum requirements for airports and landing fields are such as not to place too great a burden on any individual or community and the main function of the commission in requiring continued observance of these requirements is confined for the most part to the landing area itself—with particular attention to the cutting of weeds and keeping the landing strips clear and available for use at all times. An airport which has lighting equipment available may run low on funds and desire to discontinue that part of its service. In such event, the commission has been able at times to assist the operator in working out a plan for the continued operation of the lights at least on request or during certain specified periods.

(2) Airport Field Rules—A set of essential airport field rules, drawn up almost entirely from the suggested field rules as published by the Department of Commerce, was furnished each airport. The airport manager was then requested to draft a set of field rules of his own modelled as closely as possible after the set which had been furnished him by the commission, and to then submit the rules to the commission for final approval. In one instance,
an airport, which had not drafted and posted any field rules whatever, found difficulty in prosecuting a transient pilot who broke into the hangar early one morning, started his motor in the hangar and covered all of the airplanes that were stored there with dirt. The pilot's contention was that he had not ordered his airplane put in the hangar for the night. A set of field rules stating that all aircraft must be housed if space is available would have placed the airport operators in a much better position to recover damages.

(3) **Supervision of Airport Facilities**—As a result of personal visits to the various airports throughout the state, the commission is able to exercise a fair degree of supervision of all Illinois airports and landing fields. As the annual appropriation becomes larger, a more detailed and frequent survey will be made possible. It might here be stated that the state aircraft has already touched every airport and landing field in Illinois several times.

(C) **Control of Air Instruction:**

In order to maintain a proper record of all air schools and flying clubs, it would be necessary to make periodical inspections and, as has been mentioned before, the actual work of carrying out this division of the law has been postponed until such a time as adequate personnel is available. As it is now, contact can be made with air schools, flying clubs, and aviation instructors on the occasion of visits to the airports by the members of the commission and its secretary. It is done in a more or less official capacity and control is exercised by means of suggestions rather than by demands.

(D) **Control of Air Navigation Facilities:**

As previously explained, the main effort of the commission to date has been to use its authority to prevent hazards to air navigation. The power to control is great, but need be used only infrequently.

(E) **Accident Investigation:**

(1) **Method of Covering Accidents**—The most important step to develop in the investigation of accidents is the securing of prompt notification. The services of the commissioners themselves, the state inspectors, the state highway police and county and municipal officers must be relied upon to get this information to the commission office at the earliest possible moment. On receipt of such
notification, if the accident has involved serious injury or death, the nearest commissioner or inspector is contacted by phone and is requested to cover the accident. The secretary then arranges to go to the scene of the crash and, if it can be reached immediately, the inspector is ordered to hold the wreck intact until the secretary's arrival. If the accident has occurred at a time when the secretary can not get there immediately, the inspector is instructed to authorize the removal of the wreck if, in his judgment, no further evidence of value can be secured. Regarding the removal of the aircraft itself, very close cooperation with the Department of Commerce is maintained. The federal law does not require that the wreck shall remain intact until its removal is authorized. The state law does. An arrangement has been effected, between the Department of Commerce and the state officials, which grants to either the right to authorize the removal of the aircraft without waiting for approval from the other. In this way, should the federal inspectors arrive first, they may authorize the removal of the aircraft and, should the state officials precede them, the latter may do so. This arrangement has been found to be extremely satisfactory.

Upon report of an accident, the inspector is expected to notify the commissioner in his district and the main office of the commission immediately by telephone or telegraph. He will then proceed to the scene of the accident—preferably in company with a state highway police officer—and the representative of the commission assumes full charge upon his arrival, with the exception that he may not interfere with the duties of the county coroner. The inspector instructs the state highway police as to their duties—which are mainly confined to the protection of the property (preventing its mutilation by souvenir hunters). After a minute field inspection has been made, and authority for removal has been secured, the state official in charge next superintends, in the absence of the owner or his agent, and if circumstances require, the actual removal of the aircraft from the scene. His duties are then over, and he makes out his report in full and forwards it to the commission office. If a fatality is involved, the inspector notifies the secretary as to the date of the inquest and some official of the state commission is present at the hearing. If it is deemed necessary to bring out further evidence than has been secured, the commission is authorized by law to hold hearings of its own and to subpoena witnesses. The results of any hearings held by the commission are not available for use as evidence in any civil suit aris-
(2) **Report Forms**—Care is taken in the execution of accident reports to see that all questions are answered and all details of information are supplied. Statements of witnesses are of great importance and a sketch drawn by the inspector or official making the investigation at the scene of the accident, and as shortly thereafter as possible, helps greatly in clarifying the condition at the time of the crash.

(3) **Statistical Information**—For the purpose of compiling state statistics, the accidents are classified into "fatal," "major," "minor," and "no injury" groups. They are further classified according to the four state commission districts in which they occur. While state figures on aircraft accidents prior to 1931 are not available and therefore a fair comparison cannot be made, it is true that in the six month period since the commission's organization, an appreciable decrease in the number of fatalities occurring in aircraft accidents has been shown. It is expected that these figures will continue to lessen as the commission continues in existence.

(4) **New Rules or Changes as a Result of Accident Data**—Since one of the main purposes of collecting data is to try to prevent future accidents of a like nature, where possible, it is to be expected that some changes in regulation will take place to guard against dangerous flying activities.

V. **The Promotion of Aeronautics.**

(A) **Airways:**

(1) **Removal of Hazards**—This subject has been discussed to a certain extent under the section concerning the cooperation of other departments with the commission. Other hazards—such as radio towers, municipal water tanks, tall chimneys, high tension towers at the point of crossing a river, high tension lines alongside of or near airports, and various others of a similar nature, may be removed or lessened in many instances by the activities of the com-

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mission in making the proper contacts and offering suggestions as to the procedure to follow.

(2) **High Tension Markers**—While high tension lines constitute a hazard to cross country flying, especially if they are located near an airport, they also offer a valuable guide if properly marked. The Illinois commission has made, and is continuing to make, experiments with a neon tube marker which may be suspended from the ground wire of a high tension line system and which is lighted by induction through a coil at the lower end of the tube—which coil is free to swing in the field of the live wire. Such a marker is in use at the present time at one point is Wisconsin, and the results have exceeded all expectations. The future value in adopting such a guide for marking of high tension lines can not be over-estimated. The economic value of this particular type of guide lies in the fact that it is operated twenty-four hours a day and the cost of operation is negligible since the light uses an induced current. It would be necessary of course to enlist the aid, particularly in maintenance, of the power company operating each high tension line, and it has been thought possible to supply these markers to the power company without cost.

(B) **State Air Maps:**

If it is not possible to include aeronautical information on the state highway maps and if the finances of the aeronautics commission will not permit the issuance of a special aviation map, another course offers splendid means of circulation and promotion. There are four major oil companies in the state of Illinois today which have published aviation maps. Most of these, it is true, have the aeronautical information superimposed over their regular road map (which combination is not the best for navigation purposes). Effort is being made at the present time to have at least one of these companies adopt the state highway map—which also includes the railroads and rivers—and publish it on a grade of paper which will stand considerable folding. The distribution of such a map would be most helpful. If furnished also to the motoring public, it would be a very effective means of education along aeronautical lines.

(C) **Air Marking:**

(1) **Roof Marking**—The Illinois Chamber of Commerce,

26. See Smith, Fred L., "Air Marking in Ohio," 4 JOURNAL OF AIR LAW 223. For other suggestions on this subject, see the articles listed in note 26, supra.
through its aviation committee, has for several years sponsored a program of air marking throughout the state. All local Chambers of Commerce have been contacted in this regard and have been asked to sponsor the establishment of as many roof markers as possible in their respective communities. In recognition of this service, the state Chamber issues an air marking certificate, fit for framing, to all member Chambers, or other civic organizations, which have reported the establishment of such a marking. It is gratifying to note that many of these certificates have been issued.

Once more the oil companies enter into aviation. One large company has roof-marked every one of its bulk plants in the state, with the result that many small towns are so marked—when otherwise such a guide would not be available. A very desirable feature of this particular type of marking lies in the fact that it is uniform and that the bulk plant may be readily located, situated as it is on a railroad and usually near the outskirts of a town.

(2) *Highway Marking*—Investigation has been conducted into the possibility of marking the state highways but difficulties in this regard have prevented much progress. It is not considered the most efficient type of marking and the cost of maintenance prohibits its adoption by the aeronautics commission. Such thought as was given this plan was confined to the marking of the state highways at the outskirts of the larger communities, with the name of the town, a directional marker pointing north, and an arrow pointing to the nearest airport and giving the air mileage. Later on, when more funds are available for use of this character, further consideration will doubtless be given.

(3) *Airport and Landing Field Marking*—One of the requirements for a state license for an airport landing field is that the conventional circle be displayed. A choice of location has been given, either on the landing area or on the roof of some large building located at the airport. Of more importance to the transient pilot is the location of markers in the town itself showing the direction and mileage to the airport. It is believed desirable to consider the possibility of the use of different symbols to be used in distinguishing airport from landing fields. While the circle should continue to indicate an airport, some new symbol should be developed to indicate a landing field. Then one flying overhead could readily know what conditions or facilities to expect.

(4) *Sky Highway Trail Markers*—A very ambitious and comprehensive program is under way at the present time with the Illinois department of the American Legion as sponsors and with
the support and endorsement of the Illinois Aeronautics Commission and the Illinois Chamber of Commerce. This is a copyrighted system of air marking known as the Sky Hiway Trail Marker, and, while it is in use in several states at the present time, Illinois is the first to adopt it as a uniform type of marker. The letters are 20 feet wide and 26 feet high and are surveyed and laid out in an open space of ground—preferably near the edge of a city. The letters are cut into the ground a slight distance and are then filled with crushed rock or some like material and then coated with lime, paint or cement. Actual tests have shown that the markers can be read easily from an altitude of 5,000 feet and, laterally, from a distance of several miles. The cost of such a type of marker is relatively low and the cost of maintenance is almost negligible. It is expected that the state of Illinois will have many of these markers completed by spring of 1934.

(D) Airport Aids:

(1) Use of Road Equipment—One of the amendments to the Illinois Aeronautics Act, which was passed at the last general assembly, provided authority for other state departments to cooperate with the Illinois Aeronautics Commission in the promotion and development of aeronautics. By this clause, legal authority has been given to the state Highway Department and the County Road Commissioners to make their road machinery available for use on airports upon request of the aeronautics commission. This aid has been used in a few instances to date.

(2) Airport Directory—It is planned to compile a directory of all airports and landing fields in the state—combining air views of the fields themselves with a sketch showing the location with respect to the communities—and to publish this information in some convenient form for use by Illinois pilots and aircraft owners. The engineering work entailed in making sketches of the various fields will be done in the commission office, and so the cost should not be great.

(E) Weather Reporting Service:

In 1932, an experiment was tried wherein arrangements were made with the radio range stations of the Department of Commerce located at five points in the state or close to the state boundaries. A one-way telephone service was installed and instructions were given for the federal operators to accept all incoming calls collect. All Illinois pilots were notified that this service was available and

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27. As this article goes to press, the splendid program of the Department of Commerce, to aid in airport development, is just being started.
the plan was for them to call the nearest commission telephone for weather information. This plan was found to be rather expensive and, with the present curtailed budget, was discontinued July first, 1933. It does offer good possibilities for the dissemination of weather information and may be reinstalled at a later date. Another plan which has been considered involves the use of the highway teletypewriter service and would call for the reporting, by any of the 14 police districts throughout the state, of weather conditions wherein the visibility was less than two miles and the ceiling was estimated to be below 500 feet. The presence of severe storms and other such emergency reports would also be made. This latter plan has not yet been attempted.

(F) General Education Program:

On several occasions, members of the commission and its secretary have been called upon to appear before civic and other bodies and to give talks dealing with the regulatory program of the commission and with aeronautics in general. On a few occasions, the commission has called a meeting of all police officers and state police in some locality at which time an educational talk was given to the group, the work explained and their cooperation solicited.

With sufficient funds available, a great deal could be accomplished along educational lines by means of the weekly publication of a bulletin such as is now distributed with real success by some other state regulatory bodies. In this bulletin, current information on airports, air meets, airway developments, and so forth, could be sent out and would provide considerable material of an interesting and educational nature. The state Chamber of Commerce, through its Aviation Committee, has done some valuable work along this line and the state department of the American Legion with its new air marking program will probably accomplish more than any one project yet attempted.

(C) Budget Limitations:

It can be readily seen that an annual fund of $10,000 will not go very far in the line of promotion and development when it must also care for salaries, office expenses, including printing and postage, commission aircraft operation, executive expense, and all of the various incidental that arise from operations such as are conducted in this work. The activities engaged in must be selected to fit the funds available, and the flexibility of the program is directly dependent upon the size of the appropriation.28

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THE ILLINOIS AERONAUTICS ACT*

SECTION 1. DEFINITIONS: When used in this Act.

(a) "Aeronautics" means the act or practice of the art and science of transportation by aircraft, and operation, construction, repair or maintenance of aircraft, airports, landing fields, emergency landing strips, air navigation facilities, or air instruction.

(b) "Aircraft" means any contrivance now known or hereafter invented, used, or designed for navigation of, or flight in the air, except a parachute or other contrivance designed for such navigation, but used primarily as safety equipment.

(c) "Public Aircraft" means an aircraft used exclusively in the governmental service, including military and naval aircraft, or of any state or territory thereof.

(d) "Civil Aircraft" means any aircraft other than a public aircraft.

(e) "Airport" means any area, either of land or water, which is used or which is made available for the landing and take-off of aircraft, and which provides facilities for the shelter, supply and repair of aircraft, and which, as to size and design, has (1) at least 1,800 feet of effective landing length in all directions, with clear approaches, and which field shall be in good condition for landing at all times, or has (2) landing strips not less than 500 feet wide, permitting landing in at least six directions at all times, with at least one landing strip aligned with the general direction of the prevailing wind, the landing strip not to cross or converge at angles of less than 40 degrees, nor any one of the landing strips to be less than 1,800 feet in effective length with clear approaches, or has (3) two landing strips, one aligned with the general direction of the prevailing wind, permitting at least 4-way landing at all times and having clear approaches, the landing strips to be at least 500 feet wide and at least 2,500 feet in effective length, and not to cross or converge at any angle less than 80 degrees; and which, in any case hereinbefore mentioned, meets the minimum requirements as to surface, marking, equipment, and management as may from time to time be provided, by the Illinois Aeronautics Commission.

(f) "Landing Field" means any area, either of land or water, which is used or which is made available for the landing and take-off of aircraft, which may or which may not provide facilities for the shelter, supply, and repair of aircraft, and which meets the minimum requirements as to size, design, surface marking, equipment and management as may from time to time be provided by the Illinois Aeronautics Commission.

(g) "Emergency Landing Strip" means an area, either of land or water, which is available for the landing and take-off of aircraft, having not less than 200 feet of usable width and not less than 1,000 feet of usable length, the use of which shall, except in case of emergency, be only as provided from time to time by the regulations of the Illinois Aeronautics Commission.

(h) "Person" means any individual, association, copartnership, firm, company, corporation, or other association of individuals.

(i) "Air Instruction" means the imparting of aeronautical information in any air school, flying club, or by any aviation instructor.

(j) Any person engaged in giving instruction, or offering to give instruction in aeronautics—either in flying or ground subjects, or both—for or without hire or reward, and advertising, representing, or holding himself or itself out as giving or offering to give such instruction, shall be termed and considered an "Air School."

(k) Any person (other than an individual) who, neither for profit nor

*Approved July 9, 1931, as amended by Act approved July 8, 1933. The amendments are shown in italics.
reward, owns, leases, or uses one or more aircraft for the purpose of in-
struction, pleasure, or both, shall be termed and considered a "Flying Club."

(1) "Aviation Instructor" means any individual engaged in giving in-
struction, or offering to give instruction, in aeronautics—either in flying or
ground subjects, or both—for or without hire or reward, without advertising
such occupation, without calling his facilities an "Air School" or anything
equivalent thereto, or without employing or using other instructors.

SEC. 2. AIRCRAFT: CONSTRUCTION, DESIGN, AND AIRWORTHINESS: FEDERAL
LICENSE: The public safety requiring and the advantages of uniform regu-
lation making it desirable in the interest of aeronautical progress that air-
craft operating within this State should conform with respect to design,
construction, and airworthiness to the standards prescribed by the United
States government with respect to navigation of civil aircraft subject to its
jurisdiction, it shall be unlawful for any person to operate or navigate, or
cause or authorize to be operated or navigated, any aircraft within the State
unless such aircraft has an appropriate effective license, issued by the De-
partment of Commerce of the United States; and is registered by the De-
partment of Commerce of the United States: Provided, however, that this
restriction shall not apply to military aircraft of the United States, or public
aircraft of any state, territory or possession thereof; or to aircraft licensed
by a foreign country with which the United States has a reciprocal agree-
ment covering the operations of such licensed aircraft.

SEC. 3. QUALIFICATIONS OF PILOTS: FEDERAL LICENSE: The public safety
requiring and the advantages of uniform regulation making it desirable in
the interest of aeronautical progress that a person engaging within this
State in navigating aircraft in any form of navigation, shall have the quali-
fications necessary for obtaining and holding a pilot's license issued by the
Department of Commerce of the United States, it shall be unlawful for
any person to navigate any aircraft in this State unless such person is the
holder of a correct, effective pilot's license issued by the Department of
Commerce of the United States: Provided, however, that this restriction
shall not apply to those persons operating military aircraft of the United
States, or public aircraft of any state, territory, or possession thereof, or
operating any aircraft licensed by a foreign country with which the United
States has a reciprocal agreement covering the operation of such licensed
aircraft.

SEC. 4. POSSESSION AND DISPLAY OF LICENSES: The certificate of the
license required for pilots shall be kept in the personal possession of the
licensee when he is operating aircraft within this State and must be pre-
sented for inspection upon the demand of any passenger, or any peace officer
of this State, any authorized official or employee of the Illinois Aeronautics
Commission or any official, manager, or person in charge of any airport in
this State upon which he shall land, or upon the reasonable request of any
other person. The aircraft license must be carried in the aircraft at all
times and must be conspicuously posted therein where it may be readily seen
by passengers or inspectors; and such license must be presented for inspec-
tion upon the demand of any passenger, any peace officer of this State, any
authorized official or employee of the Illinois Aeronautics Commission or any
official, manager, or person in charge of any airport in this State upon which
it shall land, or upon the reasonable request of any other person.

SEC. 5. ILLINOIS AERONAUTICS COMMISSION APPOINTMENT: There is
hereby created an aeronautics commission, consisting of five persons to be
appointed by the Governor. The terms of the present members of the
Illinois Aeronautics Commission shall expire on July 1, 1933, and upon the
appointment and qualification of their successors. On or after July 1, 1933,
the Governor shall appoint five members of the commission to hold office
until the third Monday in January, 1937, and until their successors are ap-
pointed and qualified. Upon the expiration of the terms of such commis-
sioners, the Governor shall appoint their successors, each to serve for a
term of four years from and after the third Monday in January following their appointment, and all to serve until their successors are appointed and qualified. The Governor shall from time to time designate the member of the commission who shall be its chairman and who shall so serve during the term of his appointment. The members of the commission shall serve without compensation, other than for travel expense and disbursements as provided in Section 8.

SEC. 6. POWERS AND DUTIES OF COMMISSION; ORGANIZATION; SEAL: The commission shall, within thirty days after its appointment, organize, adopt a seal for the commission and make such rules and regulations for the administration of the commission not inconsistent herewith as it may deem expedient, and may from time to time amend such rules and regulations.

SEC. 7. POWERS AND DUTIES OF COMMISSION; SECRETARY: The Commission may appoint, and at pleasure remove, a secretary to the commission, whose duty it shall be to keep a full and true record of all its proceedings, and keep the books and records in the general office of the commission, and to perform such other duties as the commission may prescribe. The salary of the secretary shall be three thousand dollars ($3,000) per annum.

SEC. 8. POWERS AND DUTIES OF COMMISSION; EMPLOYEES: The commission may employ such clerical and other employees and assistants as it may deem necessary for the proper transaction of its business, and shall fix their salaries. Each commissioner, the secretary, and the employees of the commission shall be reimbursed for all actual and necessary traveling expenses and disbursements incurred by them in the discharge of their official duties.

SEC. 9. POWERS AND DUTIES OF COMMISSION; OFFICE AND EXPENSES: The Secretary of State shall provide suitable offices for the commission in the city of Springfield, Illinois, and the commission may maintain offices in any other city in the State of Illinois, that the commission may designate, and may incur the necessary expense for office furniture, stationery, printing, incidental expenses, and other expenses necessary for the enforcement of this Act, and the general promotion of aeronautics within the State.

SEC. 10. POWERS AND DUTIES OF COMMISSION; PROMOTION OF RULES AND REGULATIONS: Subject to the provisions of "An Act concerning public utilities," approved June 29, 1921, as amended, the commission shall have supervision over the aeronautical activities and facilities within the State, which authority shall include supervision and control over all airports, landing fields, emergency landing strips, air instruction, air marking, air beacons, and all other air navigation facilities, and the registration of all pilots and aircraft. Accordingly, the commission is empowered to prescribe such reasonable rules and regulations as it may deem necessary and advisable for the public safety and for the promotion of aeronautics governing the designing, laying out, location, building, equipping, and operation, and use, of all airports, landing fields, or emergency landing strips. The commission is further empowered to prescribe such reasonable rules and regulations as it may deem necessary governing the curriculum, equipment, personnel, and operation and management of all air instruction, for the purpose of protecting the health and safety of students receiving or to receive such instruction, and insure, so far as may be, the public safety through the proper training and instruction of student aviators. The commission is further empowered to prescribe such reasonable rules and regulations as it may deem necessary and advisable for the public safety and safety of those engaged in aeronautics, and for the promotion of aeronautics, governing the establishment, location, maintenance and operation of all air markings, air beacons, and other air navigation facilities. The commission is further empowered to prescribe such reasonable air traffic rules and other regulations as it shall deem necessary for public safety and the safety of those engaged in aeronautics, and for the promotion of aeronautics; provided, however, that all
rules and regulations prescribed by the commission under the authority of this section shall not be inconsistent with the then current Federal legislation governing aeronautics and the regulations duly promulgated thereunder, and provided further that such supervision, rules and regulations shall not be in conflict with the authority of the Illinois Commerce Commission to supervise and regulate public utilities.

SEC. 11. POWERS AND DUTIES OF COMMISSION: LICENSE: FEES: Within sixty days after the commission is created, all owners and/or operators of all airports, landing fields, air schools, and flying clubs, and the owners and/or operators of all air beacons and air navigation facilities, shall make application to the commission for its approval of such airport, landing field, air school, flying club, air beacon, or other air navigation facility, and the commission shall immediately consider and pass upon such applications. Within the same period all pilots and owners and/or operators of all aircraft shall register the Federal licenses of said airmen and of said aircraft in such manner as the commission may by regulation prescribe. All proposed airports, landing fields, air schools, flying clubs, air beacons, or other air navigation facilities shall first be approved by the commission before they or any of them shall be so used or operated. It shall be unlawful for any airport, landing field, air school, flying club, air beacon, or other air navigation facility to be used or operated without the approval of the commission; and it shall be unlawful for any aircraft, except in case of emergency, to land upon or take off from any area in the State of Illinois, other than an airport, landing field, or emergency landing strip; provided, however, that no license, rule, order, or regulation promulgated under the authority of this section or of this entire Act shall apply to airports, landing fields, air beacons, air markings, or other air navigation facilities owned or operated by the Government of the United States or by this State. The commission is hereby authorized to issue a certificate of its approval in each case and to make the following charges therefor:

For the issuance of each certificate of registration of each Federal license for pilots and aircraft, no fee shall be charged.

For issuance of each annual airport license.......................$2.00
For issuance of each annual landing field license....................$2.00
For issuance of each annual air school license.....................$2.00
For issuance of each annual flying club license, no fee shall be charged.
For issuance of each annual air beacon license, no fee shall be charged.
For issuance of each annual other air navigation facility license, no fee shall be charged.

SEC. 12. POWERS AND DUTIES OF COMMISSION: INVESTIGATIONS AND HEARINGS: The commission or any commissioner, or officer of the commission designated by the commission, shall have the power to hold investigations, inquiries and hearings concerning matters covered by the provisions of this Act, and all accidents in aeronautics within this State. All hearings conducted by the commission shall be open to the public. Each commissioner, and every officer of the commission designated by it to hold any inquiry, investigation or hearing, shall have the power to administer oaths and affirmations, certify to all official acts, issue subpoenas, compel the attendance and testimony of witnesses, and the production of papers, books, and documents. In case of failure to comply with any subpoena or order issued under authority of this Act, the Illinois Aeronautics Commission, or its authorized representative, may invoke the aid of any County or Circuit or Superior Court in this State. The court may thereupon order the witness to comply with the requirements of the subpoena or order or to give evidence touching the matter in question. Any failure to obey the order of said court may be punished by the court as a contempt thereof.

SEC. 12a. POWERS AND DUTIES OF COMMISSION: INVESTIGATIONS AND HEARINGS: RECORDS AND TESTIMONY: In order to facilitate the making of investigations by the Illinois Aeronautics Commission, in the interest of the public safety and the promotion of aeronautics, the public interest requires and it
is therefore provided that the reports of investigations, or hearings, or any part thereof, shall not be admitted in evidence or used for any purpose in any suit, action, or proceedings, growing out of any matter referred to in said investigation, hearing, or report thereof, except in case of criminal or other proceedings instituted in behalf of the commission under the provisions of this Act, nor shall any commissioner or employee of the Illinois Aeronautics Commission be required to testify to any facts ascertained in, or information gained by reason of, his official capacity, and, further, no commissioner or employee of the Illinois Aeronautics Commission shall be required to testify as an expert witness in any suit, action, or proceeding involving any aircraft.

SEC. 13 POWERS AND DUTIES OF COMMISSION: REGULATIONS FILED FOR INSPECTION: REPORT: The commission shall keep on file with the Secretary of State, and at the principal office of the commission, a copy of all their rules and regulations, for public inspection. On or before the thirty-first day of December, in each year, the commission shall make to the Governor a full report of its proceedings for the year ending the first day of December in each year, and may submit with such report such recommendations pertaining to its affairs as seem to it to be desirable.

SEC. 14. POWERS AND DUTIES OF COMMISSION: ENFORCEMENT: COOPERATION: It shall be the duty of the commission, its members and employees, every State highway maintenance policeman, and every county and municipal officer charged with the enforcement of State and municipal laws, to enforce, and assist in the enforcement of this Act. The commission is further authorized in the name of the "People of the State of Illinois" to enforce the provisions of this act by injunction in the Circuit and Superior Courts of this State. Other departments and political subdivisions of this State are further authorized to cooperate with the Illinois Aeronautics Commission in the development of aeronautics and aeronautic facilities within the State.

SEC. 15. POWERS AND DUTIES OF COMMISSION: LICENSES: REFUSAL OF: In any case where the commission rejects an application for permission to operate or establish an airport, landing field, air school, flying club, air beacon, or other air navigation facilities, or in any case where the commission shall issue any order requiring certain things to be done, it shall set forth its reasons therefor and shall state the requirements to be met before such approval will be given or such order modified or changed. In any case where the commission may deem it necessary it may order the closing of any airport, landing field, or order any air school, flying club, or air beacon, or other air navigation facility to cease operations until it shall have complied with the requirements laid down by the commission. To carry out the provisions of this Act the Illinois Aeronautics Commission and any officers, State or municipal, charged with the duty of enforcing this Act, may inspect and examine at reasonable hours any premises, and the buildings and other structures thereon, where such airports, landing fields, air schools, flying clubs, air beacons, or other air navigation facilities are operated. Any order made by this commission pursuant to this Act shall be served upon the interested person by registered mail or in person before such order shall become effective.

SEC. 16. APPEAL FROM COMMISSION ORDER OR REGULATION: CIRCUIT COURT: Any person against whom an order has been entered may within ten days after the service thereof appeal to the Circuit or Superior Court of the county in which the property affected by the order is located, for the purpose of having the reasonableness or lawfulness of the order inquired into and determined.

SEC. 17. PROCEDURE FOR APPEAL: The party taking the appeal shall file a praecipe in the office of the clerk of the Circuit or Superior Court, and summons shall thereupon be issued by the clerk and shall be served upon the secretary of the Illinois Aeronautics Commission. Upon the filing of the praecipe, the appeal shall be docketed for trial not less than ten days nor
more than thirty days after the service of the summons and shall be tried
by the Circuit or Superior Court without formal pleadings in term time or
in vacation. Upon trial of the appeal the court shall hear evidence as to
matters concerning the order in question, as to the condition of the prop-
erty in question and the manner of its operation, and shall enter judgment
either affirming or setting aside the order of the commission, or the court
may remand the matter to the commission for further hearing. The filing
of the praecipe shall operate as a supersedeas.

SEC. 18. FAILURE TO FILE APPEAL: WAIVER: If no appeal is taken from
the order of the commission within the period fixed, the party against whom
the order was entered, shall be deemed to have waived the right to have
the reasonableness or lawfulness of the order reviewed by a court and there
shall be no trial of that issue in any court in which suit may be instituted
for the penalty for failure to comply with the order.

SEC. 19. PENALTY: AVIATION FUND: Any person failing to comply with
the requirements of, or violating any of the provisions of this Act, or the
rules and regulations for the enforcement of this Act made by the Illinois
Aeronautics Commission, shall be guilty of a misdemeanor and punishable
by a fine of not more than five hundred dollars, or by imprisonment for not
more than ninety days or both.

SEC. 20. REPEAL: "An Act to regulate aviation" approved June 8, 1928,
as amended, and all Acts or parts of Acts which are inconsistent with the
provisions of this Act are hereby repealed.

SEC. 21. SEPARABILITY: If any provision of this Act is declared unconsti-
tutional or the application thereof to any person or circumstance is held
invalid, the validity of the remainder of the Act and the application of such
provision to other persons and circumstances shall not be affected thereby.

SEC. 22. * * *

SEC. 23. * * *

SEC. 24. SHORT TITLE: This Act may be cited as the "Illinois Aero-
nautics Act."
Appendix B

ILLINOIS RULES AND REGULATIONS PERTAINING TO AERONAUTICS

I. Authority: Law.

Airport means any area, either of land or water, which is used or which is made available for the landing and take-off of aircraft, and which provides facilities for the shelter, supply and repair of aircraft, and which, as to size and design, has (1) at least 1,800 feet of effective landing length in all directions, with clear approaches, and which field shall be in good condition for landing at all times, or has (2) landing strips not less than 500 feet wide, permitting landing in at least six directions at all times, with at least one landing strip aligned with the general direction of the prevailing wind, the landing strips not to cross or converge at angles of less than 40 degrees, nor any one of the landing strips to be less than 1,800 feet in effective length with clear approaches, or has (3) two landing strips, one aligned with the general direction of the prevailing wind, permitting at least 4-way landing at all times and having clear approaches, the landing strips to be at least 500 feet wide and at least 2,500 feet in effective length, and not to cross or converge at any angle less than 80 degrees; and which, in any case hereinbefore mentioned, meets the minimum requirements as to surface, marking, equipment, and management as may from time to time be provided, by the Illinois Aeronautics Commission.

Landing Field means any area, either of land or water, which is used or which is made available for the landing and take-off of aircraft, which may or which may not provide facilities for the shelter, supply and repair of aircraft, and which meets the minimum requirements as to size, design, surface marking, equipment and management as may from time to time be provided by the Illinois Aeronautics Commission.

Emergency Landing Strip means an area, either of land or water, which is available for the landing and take-off of aircraft, having not less than 200 feet of usable width and not less than 1,000 feet of usable length, the use of which shall, except in case of emergency, be only as provided from time to time by the regulations of the Illinois Aeronautics Commission.

Air Instruction means the imparting of aeronautical information in any air school, flying club, or by any aviation instructor.

Any person engaged in giving instruction, or offering to give instruction in aeronautics—either in flying or ground subjects, or both—for or without hire or reward, and advertising, representing, or holding himself or itself out as giving or offering to give such instruction, shall be termed and considered an Air School.

Any person (other than an individual) who, neither for profit nor reward, owns, leases, or uses one or more aircraft for the purpose of instruction, pleasure, or both, shall be termed and considered a Flying Club.

Aviation Instructor means any individual engaged in giving instruction, or offering to give instruction, in aeronautics—either in flying or ground subjects, or both—for or without hire or reward, without advertising such occupation, without calling his facilities an "Air School" or anything equivalent thereto, or without employing or using other instructors. (Act to Regulate Aeronautics, as Amended, Sec. 1.)

The commission shall have supervision over the aeronautical activities and facilities within the State, which authority shall include supervision and control over all airports, landing fields, emergency landing strips, air
Accordingly the commission is empowered to prescribe such reasonable rules and regulations as it may deem necessary and advisable for the public safety and for the promotion of aeronautics governing the designing, laying out, location, building, equipping, and operation, and use of all airports, landing fields, or emergency landing strips. The commission is further empowered to prescribe such reasonable rules and regulations as it may deem necessary governing the curriculum, equipment, personnel, and operation and management of all air instruction for the purpose of protecting the health and safety of students receiving or to receive such instruction, and insuring, so far as may be, the public safety through the proper training and instruction of student aviators. The commission is further empowered to prescribe such reasonable air traffic rules and other regulations as it shall deem necessary for public safety and the safety of those engaged in aeronautics, and for the promotion of aeronautics.

(Act to Regulate Aeronautics, as Amended, Sec. 10.)

All owners and/or operators of all airports, landing fields, air schools, and flying clubs shall make application to the commission for its approval of such airport, landing field, air school, flying club. All proposed airports, landing fields, air schools, flying clubs shall first be approved by the commission before they or any of them shall be so used or operated. It shall be unlawful for any airport, landing field, air school, flying club to be used or operated without the approval of the commission; and it shall be unlawful for any aircraft, except in case of emergency, to land upon or take off from any area in the State of Illinois, other than an airport, landing field, or emergency landing strip. The commission is hereby authorized to issue a certificate of its approval in each case and to make the following charges therefor:

For issuance of each annual airport license .................... $2.00
For issuance of each annual landing field license .............. $2.00
For issuance of each annual air school license ................ $2.00
For issuance of each annual flying club license, no fee shall be charged.

(Act to Regulate Aeronautics, as Amended, Sec. 11.)

Any person failing to comply with the requirements of, or violating any of the provisions of this Act, or the rules and regulations for the enforcement of this Act made by the Illinois Aeronautics Commission, shall be guilty of a misdemeanor and punishable by a fine of not more than five hundred dollars, or by imprisonment for not more than ninety days or both.

(Act to Regulate Aeronautics, as Amended, Sec. 19.)

II. GENERAL REGULATIONS.

1. Aircraft from Other States:

   (1) Federally licensed aircraft and pilots from states other than Illinois will not be required to register their licenses with the state of Illinois for a period of 30 days unless

   (a) Commercial intrastate operations are to be conducted within the State of Illinois, in which case registration is required before the conducting of such commercial intrastate operations.

   (2) Aircraft flying within the State of Illinois in interstate operations not scheduled, will not be required to register with the State of Illinois.

   (3) All aircraft flying within the State of Illinois, shall observe the Illinois Rules and Regulations, pertaining to Aircraft.

2. Licenses:

   (1) The State of Illinois will not inspect any aircraft or examine any pilot for the purpose of granting a state license. The Federal licenses issued by the Department of Commerce of the United States are required by state statute and are the only ones so required or recognized.
(2) Federally licensed pilots and persons holding federally issued student permits shall enjoy the privileges conferred and observe the restrictions imposed upon them by the holding of such pilot's license or student permit.

3. Sale of Licensed Aircraft:
(1) In the event of sale or transfer of title of licensed aircraft, the recorded owner shall fill in the reverse side of his Aircraft Registration Certificate and mail to the Illinois Aeronautics Commission, State House, Springfield. The purchaser will be sent a new application form and upon receipt of this, properly executed, the Illinois Aeronautics Commission will send him a new Certificate of Registration.

4. Repairs to Aircraft:
(1) A licensed aircraft which has been damaged and which still retains its license, shall not be flown until it has been fully repaired and such repairs approved and logged by a federally licensed mechanic.
(2) A licensed aircraft with newly installed engines, and aircraft upon which major repairs have been made to the plane structure, shall be first test flown solo before carrying passengers.

5. Responsibility of Owner:
(1) The owner of a licensed aircraft shall not permit the same to be flown by any person other than a licensed pilot who is qualified for the type of operation involved.

6. Other Symbols and Marks:
(1) No design, mark, character, symbol, material or description shall be placed upon aircraft if said design, etc., modifies, adds to, or subtracts from or confuses the assigned numbers and letters or impairs or destroys their visibility.

7. Accidents and Accident Reports:
(1) Removal of Aircraft: No aircraft involved in an accident in this State, in which there is structural damage and in which there is serious injury to any person, or which results in death, shall be removed from the scene of the accident, nor shall its condition be altered, until it has been inspected or its removal or operation authorized by the Illinois Aeronautics Commission or its duly authorized representative.
(2) Accident Reports: Where serious injury to person or property is suffered or where death results from the operation of aircraft, the recorded owner and/or pilot of such aircraft shall immediately report, by telegraph or telephone, to the Illinois Aeronautics Commission, the license number of the aircraft and the time and place of the accident.

III. AIRPORT, LANDING FIELD AND EMERGENCY LANDING STRIP REGULATIONS.

1. Licensing Standard: Minimum Requirements:* 
(1) Airport and Landing Field: Size of Airport:
(a) An airport shall have at least 1,800 feet of effective landing length in all directions, with clear approaches, and which field

*Airports or landing fields for use by lighter-than-aircraft, seaplanes, autogiros or other unusual types of aircraft are not included in or covered by these provisions. Until otherwise provided by regulation, the licensing of airports for such aircraft shall be in accordance with special orders of the Illinois Aeronautics Commission promulgated in connection with each application.
shall be in good condition for landing at all times, or shall have landing strips not less than 500 feet wide, permitting landing in at least six directions at all times, with at least one landing strip aligned with the general direction of the prevailing wind, the landing strip not to cross or converge at angles of less than 40 degrees, nor any one of the landing strips to be less than 1,800 feet in effective length with clear approaches, or has two landing strips, one aligned with the general direction of the prevailing wind, permitting at least 4-way landing at all times and having clear approaches, the landing strips to be at least 500 feet wide and at least 2,500 feet in effective length, and not to cross or converge at any angle less than 80 degrees.

(b) Landing Field: A landing field shall have at least 1200 feet of effective landing length in all directions, with clear approaches, and the field shall be in good condition for landing at all times; or it shall have landing strips not less than 500 feet wide, permitting landing in at least six directions at all times, with at least one landing strip aligned with the general direction of the prevailing wind, the landing strips not to cross or converge at angles less than 40 degrees, nor any one of the landing strips to be less than 1200 feet in effective length, with clear approaches; or, it shall have two landing strips, one aligned with the general direction of the prevailing wind, permitting at least 4-way landing at all times and having clear approaches, the landing strips to be at least 500 feet wide and at least 1,800 feet in effective length, and not to cross or converge at an angle less than 60 degrees.

(c) Emergency Landing Strip: An emergency landing strip, except in case of emergency, shall be used for purposes of taking off or landing only when its longitudinal axis lies in the general direction of the wind at the time of use.

(2) Landing Area: In order to receive a license from the Illinois Aeronautics Commission, an airport or landing field shall meet the following minimum requirements as to landing area:

(a) Surface: An airport or landing field shall afford a smooth, well-drained landing area, sufficiently firm to permit the safe operation of an aircraft under all ordinary weather conditions, approximately level, and free from obstructions or depressions presenting hazards in the taking off, or landing, of aircraft.

The landing surface, whether natural, artificial, or a combination of the two, shall be sufficiently smooth to permit driving over any part thereof in a light weight automobile at a speed of at least 30 miles per hour without discomfort to the occupants.

No grass, weeds, or other vegetation, of a height sufficient to be a hazard to normal take-offs or landings, shall be allowed to exist at any time in the effective landing area.

(b) Obstructions: For the purpose of calculating reductions in effective landing lengths due to the presence of obstructions at or near an airport, the accepted gliding ratio over these obstructions shall be not less than 7 to 1.

(3) Equipment: In order to receive a license from the Illinois Aeronautics Commission, an airport or landing field shall meet the following minimum requirements as to equipment:

(a) Day Marking: The landing area or an adequate hangar roof surface shall be marked by means of a circle at least 50 feet in diameter, having a band not less than 3 feet wide, which circle must be so designed, constructed, and maintained as to be
plainly visible from an altitude of 2,000 feet. Any portion of
the landing area which is permanently unsuitable and/or unsafe
for the landing or taking off of aircraft shall be clearly marked
with red flags at least 2 feet square and/or other equally visible
red markers.

(b) Wind Direction Indicator: The airport or landing field shall
be equipped with a wind direction indicator of a type approved
by the Federal Department of Commerce.

(c) Other Facilities: The airport or landing field shall be pro-
vided with facilities for supplying an aircraft with fuel, oil and
water. Drinking water shall be available also. The airport shall
also be provided with a first-aid kit.

(4) Personnel: In order to receive a license from the Illinois Aero-
nautics Commission, an airport or landing field shall meet the fol-
lowing minimum requirements as to personnel:

(a) Manager: An airport or landing field shall have a desig-
nated manager, whose name shall be so filed with the Illinois
Aeronautics Commission. The manager, or some other desig-
nated authority, shall be in attendance by day, or available on
call by telephone. In the latter case, a directory and full in-
structions for reaching said manager, shall be available in the
telephone booth, or receptacle, or be prominently posted.

2. Airport or Landing Field Operations:

(5) Supervision of Aeronautical Activities: All aeronautical and other
activities taking place at the airport shall be supervised by the man-
ger, in the interests of public safety.

(6) General Register: The manager shall keep a register including
the following information:

(a) Federal Department of Commerce license number and type of
all licensed aircraft using the airport or landing field as an
operating base, together with the names and addresses of the
owners of said aircraft;

(b) Federal Department of Commerce identification number, if any,
or description of all aircraft not identified by the Federal De-
partment of Commerce which are kept on the airport or landing
field, together with the names and addresses of the owners
thereof;

(c) The names and addresses of the manager and assistant manager
or managers.

(7) Landing Area: Freedom from Obstructions: The manager shall
not permit any repairs to aircraft or engines to be made on the
landing area, nor shall he permit any disabled aircraft to remain
on said landing area, unless the removal of such aircraft would be

(8) Restricted Areas: The manager, in the interest of public safety,
shall designate, plainly mark, and maintain a boundary line (pref-
erably a fence) beyond which he shall not permit unauthorized
persons to pass.

(9) Night Lighting: The manager shall, in the event that the airport
is equipped with night lighting facilities, maintain such equipment
at all times in proper working order. Such night lighting facilities,
if not in all night operation, shall be available upon reasonable
request.

In the event that airport boundary lights are provided, obstruc-
tion lights shall be provided also. Boundary or obstruction lights
shall never be displayed alone, but always in conjunction with each
other.
(10) **Temporary Markings:** The manager shall clearly mark, with chrome yellow or red flags at least 2 feet square, all portions of the landing area temporarily unsafe for landing or which, for any other cause, are not available for use. In case the airport or landing field is equipped with night lighting facilities, the boundary of such dangerous area shall be clearly marked with lights during the period from sunset to sunrise.

(11) **Airport Field Rules:** The manager shall prescribe and post local field rules.

(12) **Airport Alteration Report:** The manager shall report to the Illinois Aeronautics Commission all major alterations of the landing area and all work in progress which affects the use of any major portion of the landing area.

(13) **Notification of Air Meets:** The manager shall notify the Illinois Aeronautics Commission at least forty-eight hours before the holding of any air show, meet, race or carnival.

(14) **Accident Reports:** The manager shall immediately report, by telegraph or telephone, to the Illinois Aeronautics Commission all accidents occurring at or near the airport wherein serious injury to person or property is suffered, or wherein death results, from the operation of aircraft.

(15) **Posting of Commission Rules:** The manager shall post, in a prominent place on the airport, all current rules and regulations promulgated by the Illinois Aeronautics Commission.

**IV. Air Instruction Regulations**

1. **Ground Schools: Minimum Requirements:** In order to receive an air school license from the Illinois Aeronautics Commission, ground schools shall meet and maintain at least the following minimum requirements:
   (a) Each school licensed for ground instruction shall be equipped with at least one class room for each 100 students enrolled, capable of seating at least 10 students. Each school licensed for ground instruction shall be equipped with at least two types of airplanes in current use, and at least two types of aircraft motors in current use, one of which shall be radial air-cooled.
   (b) If specific flying courses are offered, they shall be Private Pilot, Limited Commercial, Industrial and Transport, and shall afford sufficient experience to meet the Federal Department of Commerce requirements for a license in their respective classes.

2. **Flying Schools: Minimum Requirements:** In order to receive an air school license from the Illinois Aeronautics Commission, flying schools shall meet and maintain at least the following minimum requirements:
   (a) Each school licensed for flying instruction shall use, for all take-offs and landings, an airport or landing field licensed by the Illinois Aeronautics Commission.
   (b) If specific flying courses are offered, they shall be Private Pilot, Limited Commercial, Industrial, and Transport, and shall afford sufficient experience to meet the Federal Department of Commerce requirements for a license in their respective classes.

3. **Display of License and Regulations:** Each ground and/or flying school shall post in a prominent place the air school license issued to it by the Illinois Aeronautics Commission, together with a copy of all other current rules and regulations of said Commission.

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1. This section of the Rules and Regulations will be changed to accord with the new federal regulations issued and effective on December 7, 1933, published on page 131 of this issue.
4. **Flying Instruction:** No person shall give, for or without hire or reward, any flying instruction within the State of Illinois unless said person shall hold a current effective transport pilot's license issued by the Federal Department of Commerce and which license has been registered with the Illinois Aeronautics Commission.

5. **Spin Instruction:** All students shall be given dual flight instruction in the recovery from stalls and spins prior to first solo.

6. **Examinations: Records:** Each ground and/or flying school and flying club and all aviation instructors not associated with any air school, shall keep individual performance records of all their students.

V. **AIR TRAFFIC RULES.**

**TAKE-OFF AND LANDING RULES**

1. **Method of Taking Off and Landing:** Take-offs and landings shall be made upwind when practicable. The take-offs shall not be commenced until there is no risk of collision with landing aircraft.

   Aircraft, when taking off or landing, shall use the traffic lanes indicated by the field rules or signals and, further, shall observe all signals of the traffic control system in use at the particular airport.

2. **Course of Flight When Landing:** When within one thousand feet horizontally of the leeward side of any airport upon which a landing is to be made, the aircraft shall follow, so far as it is practicable, a direct course toward the landing zone.

3. **Right of Way When Landing:** A landing aircraft has the right of way over aircraft moving on the ground or taking off, but this shall not excuse the pilots of either or both such aircraft from the exercise of due care and diligence.

4. **Giving Way While Landing:** When more than one aircraft are landing and/or maneuvering in preparation to land, the aircraft at the greater height shall avoid the aircraft at the lower height and shall, as regards landing, observe the rules governing overtaking aircraft.

5. **Distress Landings:** An aircraft in distress shall be given the right of way in making a landing.

**FLYING RULES—RULES GOVERNING ALTITUDE**

6. **Minimum Safe Altitudes of Flight:** The following minimum safe altitudes of flight are prescribed:

   (a) The minimum safe altitudes of flight, in taking off or landing and while flying over the property of another in taking off or landing, are those at which such flights by aircraft may be made without such aircraft being in dangerous proximity to persons or property on the land or water beneath, or without being unsafe to the aircraft.

   (b) Minimum safe altitudes of flight over congested parts of cities, towns, or settlements are those sufficient to permit a reasonably safe emergency landing, but in no case less than one thousand feet.

   (c) The minimum safe altitudes of flight in all other cases shall be not less than five hundred feet.

7. **Height Over Congested and Other Areas:** Exclusive of taking off from, or landing upon, an airport, aircraft shall not be flown:

   (a) Over the congested parts of cities, towns or settlements, except at a height sufficient to permit a reasonably safe emergency landing, which in no case shall be less than one thousand feet;

   (b) Over certified high explosive danger areas except at a height sufficient to permit a reasonably safe emergency landing, outside of the
certified danger area, which in no case shall be less than one thousand feet;
(c) Elsewhere at a height less than five hundred feet.

8. Height Over Assembly of Persons: No flight under 1,000 feet in height shall be made over any open air assembly of persons.

9. Height Over Federal or State Penal Institutions: No intentional flight at any height whatsoever shall be made over any Federal or State penal institution, or over any State hospital or asylum for the insane or feebleminded.

10. Right Side Traffic: Aircraft flying in an established airway or following a highway, railroad track, or other ground course at an altitude of less than three thousand feet, shall, when safe and practicable, keep to the right side of such airway, highway, railroad track or other ground course.

11. Course of Flight at or Near Airport: When an aircraft is circling an airport following a take-off, before a landing, or at any other time, all circles shall be made to the left, unless otherwise specified by the local field rules. All aircraft flying within three thousand feet horizontally of the nearest point of the landing area shall conform to this circuit rule unless flying at a height in excess of two thousand feet.

12. Giving-Way Order: Aircraft shall give way to each other in the following order:
   (a) Airplanes
   (b) Gliders
   (c) Airships
   (d) Balloons, fixed or free.
   An airship not under control is classed as a free balloon.

13. Giving-Way Duties: Aircraft required to give way shall keep a safe distance, having regard to the circumstances of the particular situation, which distance shall, in no case, be less than three hundred feet. If the circumstances permit, the aircraft which is required to give way shall avoid crossing ahead of the other.
   The aircraft having right of way may maintain its course and speed, provided that no engine-driven aircraft may pursue its course if it would thereby come within three hundred feet of any other aircraft.

14. Proximity in Flight: No aircraft, other than military aircraft of the State or United States engaged in military maneuvers, shall fly, at any time, closer than three hundred feet to any other aircraft in flight.

15. Crossing: When two engine-driven aircraft are on crossing courses, the aircraft which has the other on its right side shall keep out of the way.

16. Approaching: When two engine-driven aircraft are approaching head-on, or approximately so, and there is danger of collision, each shall alter its course to the right so that each will pass on the left side of the other at a distance of at least three hundred feet, provided that the provisions of this rule shall not apply to cases where aircraft will, if each maintain its course, pass more than three hundred feet from each other.

17. Overtaking: An overtaking aircraft is one which, by virtue of its superior speed, is approaching another aircraft directly behind, or approximately so. An overtaking aircraft shall keep clear of the overtaken aircraft by altering its own course to the right so as to pass said overtaken aircraft at a distance of at least three hundred feet, but no change of course to effect a passing shall be made in the vertical plane.
   In case of doubt as to whether an aircraft is a crossing or overtaking aircraft, it shall be assumed that said aircraft is an overtaking aircraft.
RULES GOVERNING ACROBATICS

18. **Prohibited Acrobatic Flying**: Acrobatic flying means any maneuver or maneuvers not necessary to aerial navigation, and shall include parachute jumping.

   No person shall acrobatically fly an aircraft at any height whatsoever:
   
   (a) Over a congested area of any city, town, or settlement; or
   
   (b) Over any open air assembly of persons; or
   
   (c) Over any airport or within one thousand feet horizontally thereof.

   No person shall acrobatically fly an aircraft
   
   (a) Below a height of two thousand feet over an established airway; or
   
   (b) Below a height of fifteen hundred feet over any other place.

19. **Other Prohibited Acrobatic Flying**: No person shall acrobatically fly any aircraft carrying any other person or persons for or without hire and/or reward, provided, however, that the provisions of this rule shall not apply to the giving of instruction in acrobatic flying to licensed student pilots or to other licensed pilots by a licensed transport pilot.

20. **Parachutes**: When performing acrobatics not prohibited by these rules and regulations, each person in the aircraft shall be properly equipped with a parachute of a type and design which has been tested, approved and maintained in accordance with the then current Federal regulations and requirements relative to parachutes.

21. **Parachute Jumps**: Parachute jumpers making exhibition, test, training or demonstration jumps, shall wear an auxiliary parachute so arranged that it can be operated should the first parachute fail to function or become fouled. Both such parachutes shall be of a type and design which has been tested, approved and maintained in accordance with the then current Federal regulations and requirements relative to parachutes.

   No exhibition parachute jump shall be made from an altitude of less than fifteen hundred feet, and, further, a parachute jumper shall not delay opening the parachute more than is necessary to properly and safely clear the aircraft.

MISCELLANEOUS RULES

22. **Supervision of Running Motors**: Blocks, equipped with ropes or other suitable means of pulling them, shall always be placed in front of the wheels before starting the engine, or engines, unless aircraft is provided with adequate brakes.

   No aircraft engine shall be started or run unless a licensed pilot or competent mechanic is in the cockpit attending the controls.

23. **Aircraft on Water**: Seaplanes on the water shall navigate according to the laws and regulations of the United States, and of the State of Illinois and its political subdivisions, governing the control, navigation, and operation of watercraft.

24. **Transporting of Firearms and Explosives**: No armament, ammunition, poison gas, or explosives shall be carried by or in any aircraft; provided that the provisions of this rule shall not apply to proper signalling or safety equipment (such as a Very's pistol or landing flares) nor to the aircraft fuel; and provided, further, that the provisions of this rule shall not apply to public aircraft.

25. **Liquor, Narcotics, and Drugs**: No person shall navigate aircraft while under the influence of, using, or having personal possession of intoxicating liquor, cocaine, or other habit-forming drugs, nor shall such person carry any other person who is, or persons who are, obviously under the influence of intoxicating liquor, cocaine, or other habit-forming drugs.

26. **Towing of Aircraft**: The towing of aircraft by other aircraft, or the towing of any device or object by aircraft, is prohibited.

27. **Dropping of Objects or Things**: No object or thing, other than fine sand or water which has been carried as ballast, shall be dropped or
released by any person from an aircraft in flight. The pilot, or person in charge of the aircraft, shall be responsible for the observance of this rule by all persons in the aircraft.

28. Day Marks of Masts, Etc.: By day, balloon and airship mooring cables shall be marked with conical streamers not less than twenty inches in diameter and seven feet long, colored with solid color of chrome yellow. The object to which the balloon or airship is moored on the ground shall have the same kind of streamers, which must be in the same position as the lights specified herein.

LIGHTS

29. Angular Limits: The angular limits laid down in the following rules relating to lights will be determined as when the aircraft is in normal flying position.

30. Airplane Lights: Between sunset and sunrise, all airplanes in flight must show the following lights:
   (a) On the right side a green light and on the left side a red light, each showing unbroken light between two vertical planes whose dihedral angle is one hundred and ten degrees when measured to the left and right, respectively, from dead ahead. These lights shall be visible at least two miles.
   (b) At the rear, and as far aft as possible, a white light shining rearward, visible in a dihedral angle of one hundred and forty degrees bisected by a vertical plane through the line of flight and visible at least three miles.

   Between sunset and sunrise, aircraft engaged in carrying any person or persons, other than pilot and crew, for or without hire and/or reward, shall be equipped with adequate and approved electric landing lights and approved parachute type of flares, or approved equivalent, in addition to the navigation lights required by the provisions of this rule.

31. Airship Lights: Between sunset and sunrise, airships shall carry and display the same lights that are prescribed for airplanes, except that the side lights shall be doubled vertically. Lights in a pair shall be at least seven feet apart.

32. Balloon Lights: Between sunset and sunrise, a free balloon shall display one white light not less than twenty feet below the car, visible for at least two miles. A fixed balloon, or airship, shall carry three lights—red, white, and red—in a vertical line, one over the other, visible at least two miles. The top light shall be not less than twenty feet below the car, and the lights shall be not less than seven, nor more than ten, feet apart.

33. Lights When Stationary: Between sunset and sunrise, all aircraft which are on the surface of water and not under control, or which are moored or anchored in navigation lanes, shall show a white light visible for at least two miles in all directions.

   Between sunset and sunrise, balloon and airship mooring cables shall show groups of three red lights at intervals of at least every one hundred feet, measured from the basket. The first light in the first group shall be approximately twenty feet from the lower red balloon light. The object to which the balloon is moored on the ground shall have a similar group of lights to mark its position.

SIGNALS

34. Distress Signals: The following signals, separately or together, shall, where practicable, be used in case of distress:
   (a) The international signal, S O S by radio;
   (b) The international code flag signal of distress, NC;
   (c) A square flag having either above or below it a ball, or anything resembling a ball.

35. Signal When Forced to Land: When an aircraft is forced to land
at night at an airport, it shall signal its forced landing by making a series of short flashes with its navigation lights, if practicable to do so.

36. Fog Signals: In fog, mist, or heavy weather, an aircraft on the water in navigation lanes, when its engines are not running, shall signal its presence by a sound device emitting a signal for about five seconds in two-minute intervals.

37. Non-observance of Air Traffic Rules; Emergency; Exemption: A partial or total disregard of the Illinois air traffic rules will be sanctioned in the following cases only:

(a) When special circumstances render non-observance necessary to avoid immediate danger, or when such non-observance is required because of stress of weather conditions or other unavoidable causes; provided, however, that aircraft carrying any person or persons other than the pilot, shall not disregard the air traffic rules pertaining to minimum altitudes of flight because of stress of weather conditions.

(b) When an exemption has been granted by the Illinois Aeronautics Commission as provided by these rules and regulations, which exemption specifically confers temporary authority for such non-observance of a rule or rules.

VI. Exemptions.

1. Exemptions; Request For: The Illinois Aeronautics Commission may grant exemption from compliance with the provisions and requirements of these rules and regulations, or any one of them, or part thereof, when, in its discretion, the particular facts justify such exemption. Every exemption granted will be issued for a limited time only and for a specific purpose, and the action of the Illinois Aeronautics Commission in granting said exemption shall be evidenced by a writing signed by a member of the Illinois Aeronautics Commission or its Secretary, which writing shall specifically set forth the subject matter of the exemption and the time limits allowed. Any exemption granted shall be strictly construed.

Requests for exemption from compliance with the provisions and requirements of any of the foregoing rules and regulations shall be addressed to the Illinois Aeronautics Commission, and any request for exemption must reach the Illinois Aeronautics Commission, or member thereof, or its Secretary, at least forty-eight hours before the proposed exemption is to take effect.

2. Suspension, Modification or Revocation: The Illinois Aeronautics Commission may, in its discretion and within the authority granted to it by the Illinois Aeronautics Act approved July 8th, 1933, at any time, suspend, modify or revoke any of the foregoing rules and regulations.

3. Violations: Penalty Therefor: Any person failing to comply with the requirements of the foregoing rules and regulations, or any part thereof, except as provided for in Rule No. 37, shall be guilty of a misdemeanor and punishable by a fine of not more than five hundred dollars, or by imprisonment for not more than ninety days, or both.

For the purpose of enforcement, each infraction of the foregoing rules and regulations shall be considered a separate offense, and each day of continuation of any infraction shall be considered a separate offense.

By order of the Illinois Aeronautics Commission, this third day of November, 1933.

L. P. Bonfoey, Chairman
Fred D. Fagg, Jr., Commissioner
Edw. J. Lorenz, Commissioner
E. F. McDonald, Jr., Commissioner
Carl P. Slane, Commissioner

Maurice L. Horner, Jr., Exec. Secy.
Elwood B. Cole, Secretary
Appendix C.

SAMPLE OFFICE AND LETTER FORMS.

(1) Original License Registration Notice.

To PILOTS AND AIRCRAFT OWNERS IN THE STATE OF ILLINOIS:

Your attention is called to Section 11 of “An Act to Regulate Aeronautics,” amended as of July 8th, 1933, which provides that “... all pilots and owners and/or operators of all aircraft shall register the Federal licenses of said aircraft and airmen ...”

The enclosed registration blank is to be filled out completely, notarized and returned immediately to the Illinois Aeronautics Commission, State House, Springfield, Illinois.

No fee is required.

ILLINOIS AERONAUTICS COMMISSION.

(2) Registration Follow-up Letter.

DEAR SIR:

According to our records, you hold .................. Department of Commerce license No ................., which was renewed by you.

To date we have received no application from you for the registration of your license in the State of Illinois, as provided by law.

The proper forms were mailed to you sometime ago, but for your convenience we are enclosing an additional blank at this time.

Please execute this and forward it to this office by return mail, upon receipt of which a Registration Certificate will be mailed to you.

Very truly yours,

ILLINOIS AERONAUTICS COMMISSION.

(3) Certificate of Renewal Letter.

DEAR SIR:

According to our records, your Department of Commerce .......... License, No .................. expires on .................. .........

Please fill in the enclosed Certificate of Renewal and return to this office immediately, upon receipt of which a new Certificate of Registration will be mailed to you.

Very truly yours,

ILLINOIS AERONAUTICS COMMISSION.

(4) Certificate of Renewal (Pilot or Aircraft).

This is to certify that Department of Commerce (Pilot) (Aircraft) License No .................., Class .................., Ill. Reg. No ................., D. C. No. Pilot which expired .................., has been renewed, and is now in full force and effect until .................. ........., unless sooner revoked or New expiration date suspended.

Application to the Illinois Aeronautics Commission is herewith made for reregistration of the above described license.

........................................ Signed ........................................

Date ........................................ (Pilot) (Owner)
THE JOURNAL OF AIR LAW.

(5) Certificate of Renewal Follow-up Letter.

Dear Sir:

According to our records, your Department of Commerce Pilot's license, No. ................, expired on .........................

If this license has been renewed by you, please fill in the enclosed Certificate of Renewal and return to this office immediately. If the license has not been renewed, you will be classified as an unlicensed pilot and your Certificate of Registration becomes immediately inoperative, and it will be unlawful for you to fly in the State of Illinois.

Very truly yours,

ILLINOIS AERONAUTICS COMMISSION.

(6) Change of Aircraft Ownership.

Dear Sir:

This office has been advised that you are now the owner of aircraft ............... Under the provisions of the Illinois Aeronautics Act, it is your duty to register this aircraft immediately.

Proper form for this registration is enclosed. Please fill this out and return to this office at your earliest opportunity.

Very truly yours,

ILLINOIS AERONAUTICS COMMISSION.

(7) Letter Used in Connection with Airport Licenses.

Dear Sir:

Under the provisions of the Illinois Aeronautics Act, approved July 8th, 1933, it is necessary for all airports and landing fields in the State of Illinois to be licensed and to pay an annual license fee of $2.00 therefor.

You will find two application blanks enclosed. Kindly fill these out as completely as possible and return one of them to this office, together with your check for $2.00, made out in favor of the Illinois Aeronautics Commission. Upon receipt of this information and check, a letter of authority will be mailed you. An inspection will follow, after which, if satisfactory, a license will be issued.

Your cooperation in this regard is requested and it is hoped that your field will be one of the first to be included in the list of licensed airports and landing fields in our State. Such a list will be distributed to pilots throughout Illinois.

May we hear from you at the earliest possible date.

Very truly yours,

ILLINOIS AERONAUTICS COMMISSION.
Appendix D.

APPLICATION FORMS FOR LICENSE REGISTRATION.

(1) Pilot’s License Registration.

ILLINOIS AERONAUTICS COMMISSION
State of Illinois

APPLICATION FOR PILOT’S REGISTRATION CERTIFICATE
To the Illinois Aeronautics Commission:

Please register my Department of Commerce Pilot’s License in conformity with the following information:

1. Name ........................................ (Print or Type)
2. Permanent Address .................................. (Street) (Postoffice) (State) (County) (Telephone)
   Note: Applicant must advise of change of base or address
3. Airport Base .................................... (Name of Airport) (City) (State) (Telephone)
4. Place of Birth ....................................
5. Date of Birth ........................... Age last Birthday ............
6. Description of Applicant: Weight ............ Height ............
   Color Hair ............ Color Eyes ............
7. Citizenship ................................... Race ....................
   (White) (Negro)
   If alien, what country?..............................
8. Do you now hold any class of Pilot’s License issued by Department of Commerce? ........................ If so, state class, number and rating ...................... Expiration date ..............
9. Experience as pilot: ...................................................
   (a) Did you receive instruction in Illinois? ...... Where? .......... When? ............
   (b) Solo hours in last 6 months ............ Total solo hours ......
10. Have you read “An Act to Regulate Aeronautics” approved June 9, 1931, a copy of which was sent to you? ................................
11. AFFIDAVIT ..........................................................
   State of: .................. County of: ...................
   I hereby swear that the statements contained in this application are true.
   Dated this............day of ........., 19......
   (Signature) (Notary Public)

NOTE.—No fee is required with this application which is to be notarized and mailed to the Illinois Aeronautics Commission, Springfield, Illinois.
In event of change of address, the above commission is to be notified immediately.
(2) Aircraft License Registration.

ILLINOIS AERONAUTICS COMMISSION
State of Illinois

APPLICATION FOR AIRCRAFT REGISTRATION CERTIFICATE

To the Illinois Aeronautics Commission:

Please register my aircraft and its Department of Commerce License in conformity with the following:

1. Name of Owner: ........................................

2. Permanent Address: ........................................

3. Where is the Aircraft housed?.............................

4. Is owner individual, partnership or corporation?............

5. From whom was the aircraft purchased?......................

6. Is there a lien against this aircraft?.........................

7. What is the Department of Commerce License No.?.......... Expiration Date: ............

8. Description of aircraft:

   Name of Manufacturer: ......................... Model: ............

   Check type of aircraft: Airplane ( ), Glider ( ), Dirigible ( ), Balloon ( ), Open Cockpit ( ), Cabin ( )

   Date manufactured: ......................... Manufacturer’s Serial No. ............

   Check following: Convertible ( ), Amphibian ( ), Seaplane ( ), Landplane ( ), Biplane ( ), Monoplane ( ).

   Seating capacity, including pilot and crew: ....................

9. Description of power plant:

   Name of Manufacturer: ......................... Model: ............

   Number of engines installed: Center type: ............ Rated H. P.: ............

   Outboard type: ............ Rated H. P.: ............ Total gas capacity: ............

   Propeller material: ................................................

10. If operating with an Experimental or Restricted License, give detailed description of purpose for which aircraft is used: ............

11. Equipment: Type of starter: ............ Is aircraft equipped with lights? ............

    Describe: .................................................. Radio: ............

    (One or Two-Way)

12. Do you carry insurance?............. If so, list types of coverage: ............

    ..................................................
AFFIDAVIT—Owner

STATE .....................
COUNTY .....................

being duly sworn, upon his oath deposes and says that the foregoing statements are true to his knowledge.

........................................
Signature

Subscribed and sworn to before me this .......... day of .........., 19...

Notary Public

My commission expires ....................., 19...

NOTE.—No fee is required with this application which is to be notarized and mailed to the Illinois Aeronautics Commission, Springfield, Illinois. In event of sale or transfer of the aircraft or change of address of the owner, the above commission is to be notified immediately.
Appendix E.

REGISTRATION CERTIFICATE FORMS.

(1) Pilot's Certificate.

ILLINOIS AERONAUTICS COMMISSION
STATE OF ILLINOIS
Pilot's Certificate of Registration

Issued to ................................................ Name of Pilot

This Certifies

That the pilot whose name and signature appear hereon has registered his Federal License with the State of Illinois and may operate licensed aircraft within the State of Illinois in conformity with "An Act to Regulate Aeronautics," as amended, and in conformity with the Rules and Regulations of this Commission.

This Certificate expires .................................... 19...... unless said Federal License is suspended or revoked prior to said date, in which case this Certificate shall immediately become inoperative.

Secretary, Illinois Aeronautics Commission

Signature of Pilot

NOTE: This Certificate is to be carried with corresponding D. of C. license at all times.

(2) Aircraft Certificate.

ILLINOIS AERONAUTICS COMMISSION
STATE OF ILLINOIS
Certificate of Aircraft Registration

Issued to ................................................ Name of Owner

This Certifies

That the owner whose name appears hereon has registered the aircraft described herein, together with its appropriate Federal License, with the State of Illinois and may operate said aircraft within the State of Illinois in conformity with "An Act to Regulate Aeronautics," as amended, and in conformity with the Rules and Regulations of this Commission.

This Certificate expires .................................... 19...... unless said Federal License is suspended or revoked prior to said date, in which case this Certificate shall immediately become inoperative.

Secretary, Illinois Aeronautics Commission

STATE No.

Federal No.

Manufacturer

Type

Total H. P.

Seating Capacity Including Pilot and Crew

NOTE: This certificate is to be carried with corresponding D. of C. license at all times. In event of sale, see reverse side hereof.
(3) Certificate of Transfer of Aircraft.

CERTIFICATE OF TRANSFER

For purpose of registration only, this certificate, properly executed, constitutes sufficient bill of sale for purpose of transferring title to the aircraft described on the opposite side hereof on the records of the Illinois Aeronautics Commission.

This is to certify that the following named individual, partnership, or corporation,

Owner .................................................................
Address .................................................................

(Name must agree with that on opposite side hereof)

owner of the above mentioned aircraft, have this date, for value received, sold said aircraft to:

Purchaser ..............................................................
Address .................................................................

It is hereby certified that the statements contained herein above are correct.

Signature .........................................................
(Owner) (Vendor)

Date .................................................................

Authority ...........................................................
(Sole) (Partner) (Title, if corporation member) (Agent)
(Strike out those not applicable)

In event of sale, the vendor will fill out the above Certificate of Transfer and mail, immediately, to the Illinois Aeronautics Commission, State House, Springfield, Illinois.

The vendee will then execute a new application for aircraft registration, upon receipt of which a new Certificate of Registration will be issued.

No fee is required.
Appendix F.

AIRPORT LICENSE FORMS.

(1) Application for License.

ILLINOIS AERONAUTICS COMMISSION

STATE OF ILLINOIS

APPLICATION FOR LICENSING OF AIRPORT
FOR LANDPLANES

To the Secretary:

Application is hereby made for the licensing of the .............. Airport, located at City of ........................ , County of ...................... , State of ...........................

GENERAL

1. Class of airport (Municipal, county, State, commercial, private) ........
2. Owner (with address) ...............................................
3. Operated by (with address) ...........................................
4. Manager (with address) ..............................................
5. Latitude ........ Longitude ........ Altitude above sea level ........ feet.
6. Magnetic variation (with date and annual change) ......................
7. Distance and direction from city (mention prominent landmarks) ........

LANDING AREA AND BASIC REQUIREMENTS

8. Is entire area of field available for landing and taking off? ............
9. Is field an all-way field? ............ Are approaches clear? ............
10. If an all-way field, give shape and dimensions of effective landing area: .........................................................
11. Landing strips, if any: (a) Number ............ ; minimum width .......... feet; effective length of each in feet ..........

Angles of Convergence ................................................

(b) Are approaches to landing strips clear? ............
12. Is surface of landing area sufficiently firm, smooth, and well-drained to permit safe landing and take-off under all ordinary weather conditions? .........................................................
13. How has surface of landing area been prepared? ......................
14. (a) Maximum slope of landing area at any given point ........ per cent.

(b) In what direction does landing area have the most slope? ........

(c) Mean slope of landing area in direction having most slope ........ per cent.
15. (a) Nature and depth of soil ........................................

(b) Nature of subsoil ................................................
16. Brief description of artificial drainage system, if any ............
17. Runways, if any: (a) Number ............ ; minimum width .......... feet; effective length of each in feet ..........

Angles of Convergence ................................................

(b) Construction of runways (including shoulders) ...................

(c) Are edges of runways flush with adjoining surface of landing area? .........................................................
18. List all obstructions to field, giving nature, height, and location of each: .........................................................

[104]
19. (a) Is any part of landing area crossed by a road? ..................
(b) Is landing area kept clear and ready for use at all times? ........
20. Is airport located on a good road leading to nearest city or town? ....
21. Wind-direction indicator (number, type, dimensions, where located) ....
22. Standard airport markings (circle, name of city, boundary markings, etc., how constructed, size, and location) ...........................................
23. (a) Fuel, oil, and water facilities ........................................
(b) Are specification fuel and oil available? ..........................
(c) Is drinking water available? ........................................
24. Communication and transportation facilities ...........................
25. (a) Airport personnel in attendance by day, .........................
(b) If not in attendance, are personnel available on call by telephone at airport? .................................................................

General Equipment and Facilities

26. Hangars: (a) Number, clear dimensions inside with doors open, width of door opening and overhead clearance.................................
(b) Type of construction and kind of floors..............................
(c) Are hangars heated sufficiently to prevent freezing of water? ....
(d) Type of heating system used ...........................................
(e) What provision is made for heating water and oil? ...............  
(f) Is interior wiring of hangars in accordance with requirements of National Board of Fire Underwriters? ..........................
27. Are obstructions in vicinity of airport day-marked as required by Airport Rating Regulations? ...................................................
28. Repair equipment for changing engines and landing gears, major or minor engine and plane repairs (list equipment exclusive of small tools) ..........................................................
29. Weather instruments (anemometer, barometer, thermometer) ...........
30. Bulletin board and facilities for giving weather information, including radio receiving set and loud speaker ..............................
31. Equipment for removing or packing snow (where necessary) ........
32. Is first-aid equipment provided as required by Airport Rating Regulations? .................................................................
33. Is register of arriving and departing aircraft provided, including information required by Airport Rating Regulations? ........................
34. Fire-fighting equipment (describe briefly, including both interior and exterior equipment) ..............................................................
35. Sleeping quarters (number persons accommodated, distance from airport) .................................................................
36. (a) Is a waiting room provided? ............................... (b) Is rest room or latrine provided? ...........................
37. Restaurant (distance from airport) ........................................

Night Lighting Equipment

38. Airport beacon: (a) Flashing or revolving light .............
(b) Flashes per minute ........................... or R. P. M..
(c) Size of parabolic mirror or diameter of optic ........................
(d) Description of light source or lamp used ..........................
(e) If light source is a single lamp, is either an automatic lamp changer or an auxiliary beacon provided?
Characteristic: Morse code .................................................
light, .......................... seconds; eclipse, .......................... seconds.
light, .......................... seconds; eclipse, .......................... seconds.
light, .......................... seconds; eclipse, .......................... seconds.
light, .......................... seconds; eclipse, .......................... seconds.

Manufacturer and type number ...........................................

Elevation of main beam of light above horizon ......................

Beam candlepower ...........................................
Color of light ...........................................

Describe mounting, location with respect to landing area, and
height of light ..............................................

Auxiliary beacon: (a) Type ..............................................
(b) Size ................................................................
(c) Manufacturer and type number ...................................
(d) Description of light source .....................................
(e) Characteristic: Morse code ...........................................
light, .......................... seconds; eclipse, .......................... seconds.
light, .......................... seconds; eclipse, .......................... seconds.
light, .......................... seconds; eclipse, .......................... seconds.
light, .......................... seconds; eclipse, .......................... seconds.
(f) Beam candlepower ...........................................
(g) Color of light .............................................
(h) Is beacon visible all around the horizon and to the zenith?
(i) Describe mounting, location, and height of light ..............

Boundary lights: (a) Do lights show outline of usable portion of
landing area? ...........................................
(b) Spacing of lights ...........................................
(c) Series or multiple circuit ........................................
(d) Operating voltage of circuit ....................................
(e) If series circuit, what is maximum open-circuit voltage? .......
(f) Manufacturer, type, number and size of conductors, voltage rating,
and depth of installation of underground cable .................
(g) If series circuit, are series transformers installed at base of each
light standard? ..............................................
(h) Are weatherproof boundary light fittings used? .................
(i) If series circuit, are cut-out sockets provided for each lamp?
(j) Wattage or lumen output of white or yellow lights ...........
(of red lights .................. of green lights ..............

Obstruction lights: (a) Are all obstructions marked with red lights as
required by Airport Rating Regulations? .........................
(b) Are weatherproof fittings used? ............................
(c) Wattage or lumen output of lamps ............................

Building flood-lighting: (a) Specify buildings flood-lighted and color
of exterior surfaces ...........................................
(b) Type, size, and spacing of flood lights ......................
(c) Are roof markings illuminated and how? .....................

Ceiling projector: (a) Type and size ................................
(b) Beam spread ............................................
(c) Light source ..............................................

Landing area flood-light system: (a) Number and type of units ...
(b) Manufacturer and type number ............................
(c) Light source or lamp used ..................................

If an arc, is unit operated under care of competent attendant?...
(d) Location of units.

(e) How installed.

(f) Is provision made to prevent short-circuit in one unit or failure of one lamp interrupting service of others?

(g) Provision for flood-lighting landing area in case of lamp failure if major unit has single light source.

(h) Is secondary system, if any, operated with major system or turned on automatically?

46. Night attendance: (a) Are sufficient personnel in attendance all night for proper operation of lighting equipment, fueling, minor repairs, weather service, operation of fire-fighting equipment.

(b) Personnel available at night on request for.

47. (a) Is the following lighting equipment kept burning all night (from sunset until sunrise) every night: Beacon? Obstruction lights? Wind-direction indicator lights? Boundary lights? Roof-marking lights?

(b) If not, is this equipment available for operation on request?

AFFIDAVIT

STATE OF                                             
COUNTY OF                                             
                                                                                       
being first duly sworn, upon his oath deposes and says that the foregoing statements are true and the information presented on the accompanying drawing is correct of his own knowledge and that he is the (Owner, authorized agent of the owner)
of the above-named airport.

(Signature of affiant)

Subscribed and sworn to before me this day of, 19.

Notary Public.

My commission expires, 19.

DIRECTIONS

The application must be accompanied by a dimensioned sketch, drawing, or blue print, drawn to a scale of from 100 feet to 300 feet per inch, as may be most convenient, signed and dated by the applicant and showing the layout of the airport, including landing area, landing strips, runways, airport markings, drives, tracks, location of buildings and other structures, location of all-night lighting equipment, and location and height of obstructions surrounding field, and direction of prevailing wind.

The application and the accompanying information must be executed in duplicate and transmitted to the Illinois Aeronautics Commission, Springfield, Ill.

The Law—Section 11 of "An Act to Regulate Aeronautics approved July 9th, 1931, provides that "... all owners and/or operators of all Airports . . . shall make application to the Commission for its approval of such Airports. . . . It shall be unlawful for any Airport . . . to be used or operated without the approval of the Commission."

This application shall be accompanied by a certified check or money order for twenty-five dollars, which is the Airport license fee as provided by law. Application and fee are to be returned to Illinois Aeronautics Commission, Springfield, Illinois.
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(2) Airport License.

STATE OF ILLINOIS
(Seal of State)

TO WHOM THESE PRESENTS SHALL COME: GREETING; KNOW YE, THAT
having received an application from ........................................
of ..................................................................................
for the licensing and rating of a ........................................
at ..........................................................................
and, upon inspection, having found the above ........................................
worthy of said license and rating, the

ILLINOIS AERONAUTICS COMMISSION

does hereby declare the above ........................................to be duly
licensed and rated under class ................ as provided by the Laws of the
State of Illinois and the Rules and Regulations of the Illinois Aeronautics
Commission. This license shall terminate one year from date hereof.

In Witness Whereof, we have hereunto set our hand and
caused the seal of the Illinois Aeronautics Commission to be
affixed.

Done at the Capitol in the City of Springfield this ........day
of ....................... in the year of Our Lord One Thousand
Nine Hundred and .................. and of the State of Illinois
the One Hundred and .................. 

By the ILLINOIS AERONAUTICS COMMISSION:

........................................  ........................................
Secretary  Chairman
Appendix G.

ACCIDENT FORMS.

(1) Accident Report Form.

ILLINOIS AERONAUTICS COMMISSION
STATE OF ILLINOIS

AIRCRAFT ACCIDENT REPORT

I. Location of accident (include State, city), date and hour of accident

II. Aircraft:

1. Manufacturer's trade name
2. Manufacturer's model
3. Type of engine
4. Department of Commerce No.
   (Temporary) (Licensed) (Identified)
5. Illinois Registry No.
6. Manufactured by
7. Rebuilt or overhauled by (date)
8. Purchased from
9. Present owner (name and address)
10. Age of aircraft
11. Market value when new, $
12. Total flying time since last overhauled of engine
13. Damage to aircraft—describe in detail
14. List types of insurance coverages, if any
15. Owner's intention: (Rebuild (Salvage (Scrap)
   Estimated loss, $
16. Damage to property other than aircraft (describe in detail)
   Estimated damage, $
17. If collision accident with another aircraft, complete the following:
   (a) Owner of other aircraft
   (b) Pilot of other aircraft
   (c) Description of other aircraft

III. Pilot:

1. Name Address
   Note—If accident occurred during dual student instruction, Section III applies to the pilot instructor and not to the student.
2. Age Class, rating, and number of license
3. Approximate total flying time
   Total time for last 6 months
4. If night accident, give total hours of night flying
5. General ability as pilot List any previous accidents
6. Is pilot flying on a waiver?
   If so, describe physical defect
7. Result of accident to pilot

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IV. Co-pilot or Student:
Note.—If accident happened during dual instruction, Section IV must be completed.
1. Name........................ Address........................
2. Rating, license number...........Ill. Reg. No............
3. Result of accident to co-pilot or student.............

V. Crew (other than pilot or co-pilot):
1. Names and addresses..............................
2. Result of accident to aircraft crew.............

VI. Ground crew (to be completed only in case of injury):
1. Names and addresses..............................
2. Result of accident to ground crew.............

VII. Passengers:
1. Names, ages, occupations, addresses................
2. Result of accident to passengers...................
3. Name and address of attending physician...........

VIII. Kind of Flying Engaged in at Time of Accident (check all items applicable):
1. Schedule flying—
   (a) Mail ..........
   (b) Passenger ....
   (c) Express ..... 
2. Student instruction—
   (a) Solo ..........
   (b) Dual .......
   (c) Licensed school
   (Name of School) .... 
3. Experimental ........
4. Pleasure .............
5. Day flying ...........
6. Night flying ..........
7. Commercial flying—
   (a) Crop dusting .......... 
   (b) Aerial advertising ....
   (c) Photography .........
   (d) Mapping and survey ....
   (e) Transportation in connection with a business .....
   (f) Cross-country flying for hire, other than scheduled flying .....
   (g) Field flying for hire...
   (h) Exhibition ...........
   (i) Competition (racing, altitude, endurance, etc.) .....
   (j) Other .............
8. Were passengers equipped with parachutes ..........

IX. Weather conditions ........................................

X. Give a detailed and descriptive account of the accident, naming altitude at which difficulty was first experienced (use additional paper, if necessary). (See last page).

XI. Was accident due either directly or indirectly to structural failure or defect or improper functioning of the airplane or engine? Explain in detail, giving exact part which failed.

XII. Remarks and recommendations by operator or inspector.

XIII. Does this accident involve any violation of the rules and regulations of the Illinois Aeronautics Commission?

XIV. Place and date of this report.

Signature

Illinois Aeronautics Commission Inspector, Owner, Operator, or Pilot.

Inclosures:
Photographs of wreck.
Certificates of principal witnesses.

Give details on this chart of position of plane when trouble started, showing by dotted line course of flight up to position where plane came to rest.

Show direction of wind—Use arrow: →

Show distances where necessary.

If pertinent to accident write in position of:

Trees
Buildings
Fences
Hangars
Other obstructions
Hills and Mountains

Power and Telephone Lines
Rivers and Lakes
Streets and Highways
Railroads
Other Airplanes

(To be used where diagram will assist in clarifying accident)
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(2) Statement of Witness Form.

ILLINOIS AERONAUTICS COMMISSION

STATE OF ILLINOIS

STATEMENT OF WITNESS RELATIVE TO AIRCRAFT ACCIDENT

1. Airplane .................. D. C. No. .......... Ill. No. ........
2. Pilot .................................................................
   (Name and address)
3. Place .................. Date .................. Hour ............
4. Did you see the accident? ............................................
5. Where were you at the time the accident happened? ..............
6. Tell in your own words what you saw before, and at the time the accident happened.
7. What is your occupation? ...........................................
8. By whom are you employed? ........................................
9. What is your name? ................................................
10. What is your address? ..............................................
11. Date .................. Place ...........................
12. Please hand this statement to an Illinois Aeronautics Commission Inspector or mail it to Illinois Aeronautics Commission, Springfield, Illinois, immediately after checking to see that you have answered all of the above questions.

(USE REVERSE SIDE OF THIS SHEET FOR ADDITIONAL REMARKS.)
Appendix H.

REPORT FORM FOR VIOLATION

ILLINOIS AERONAUTICS COMMISSION

STATE OF ILLINOIS

REPORT OF VIOLATION

Name of violator ..........................................................
Address ........................................................................
(Street) (Post office) (State)

Name of pilot in command .............................................
Address .....................................................................
(Street) (Post office) (State)

Class and number of pilot's license ................................
License number of plane .............................................
Unlicensed identification mark ....................................

Name of owner ................................................................
Address of owner .....................................................
(Street) (Post office) (State)

Place of violation ........................................................
Date of violation ......................................................
Time ...........................................................................

Describe violations in detail: (If acrobatics, give details such as spins,
vertical banks, wingovers, etc.)

Name of witness ........................................................
Address .....................................................................
(Street) (Post office) (State)

Will testify that ..........................................................

Name of witness ........................................................
Address .....................................................................
(Street) (Post office) (State)

Will testify that ..........................................................

Name of witness ........................................................
Address .....................................................................
(Street) (Post office) (State)

Will testify that ..........................................................

Recommendations of Inspector: (Civil penalty, suspension, revocation, rep-
rimand, with reasons.)

Signed statements of the following witnesses are attached:

..................................................................................

..................................................................................

..................................................................................

..................................................................................

..................................................................................

Inspector

(Date of report)

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